Adult Education in Federal Republic of Germany

Irmgard Knoll

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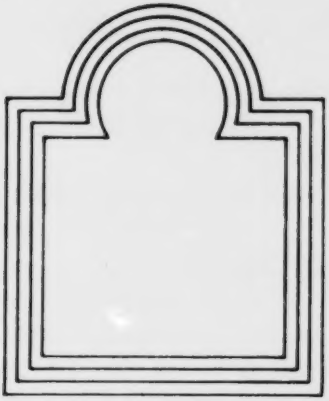

MONOGRAPHS ON COMPARATIVE AND AREA STUDIES IN ADULT EDUCATION

Jindra Kulich, General Editor

CENTRE FOR CONTINUING EDUCATION
THE UNIVERSITY OF BRITISH COLUMBIA
in co-operation with
THE INTERNATIONAL COUNCIL FOR ADULT EDUCATION

Adult Education in the Federal Republic of Germany

Joachim H. Knoll

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PREFACE

Interest in the comparative study of adult education has been growing in many parts of the world since the first conference on comparative adult education held at Exeter, U.S.A. in 1966. This interest was given further impetus by meetings held at Pugwash, Canada in 1970, Nordborg, Denmark in 1972, and Nairobi, Kenya in 1975.

A number of international organizations, among these Unesco, the International Bureau of Education, the International Congress of University Adult Education, the European Bureau of Adult Education, O.E.C.D., the European Centre for Leisure and Education, the Council of Europe, and the International Council for Adult Education have contributed their share.

A growing number of universities in all five continents established courses in comparative adult education. Many other universities encourage students to deal with comparative study or with the study of adult education abroad in major papers and theses. The literature in this area has increased considerably since the early 1960's both in support and as a result of this university activity. A number of valuable bibliographies were published, cataloguing the growing wealth of materials available in a number of languages.

Most of the literature available on adult education in various countries can still be found primarily in articles scattered throughout adult education and social science journals, while most

of the truly comparative studies remain unpublished master's theses or doctoral dissertations. There is no publisher enticing researchers to submit manuscripts of monographs dealing with comparative adult education and case studies of adult education in various countries, even though the need for such a publishing venture was stressed at a number of international meetings.

It is with the intent to provide such service to the discipline and the field of adult education that the Centre for Continuing Education at The University of British Columbia, in cooperation with the International Council for Adult Education, decided to publish a series of Monographs on Comparative and Area Studies in Adult Education.

We are pleased to be able to present, in cooperation with the European Centre for Leisure and Education,* Adult Education in Federal Republic of Germany as the seventh volume in the series.

Jindra Kulich
General Editor

*This monograph has also been published by the ECLE at Prague as No. 8 in the series Adult Education in Europe.

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Joachim H. Knoll

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FOREWORD

In the following presentation, we follow a list of indicators which we ourselves have helped to develop and which have since proved to be useful for unifying as well as compassing the monographic distinctions between individual countries. International meetings of experts - initiated, prepared and organizationally and conceptually co-sponsored by the European Centre for Leisure and Education - have meanwhile led to an intensive consideration of social indicators in the sphere of adult education (cf. 4243/79/Pr/Pa of March 30, 1979). The anthropological dimension of adult education/further education is difficult to harmonize, particularly in its ramifications. To put it concretely: It is quite possible to deal in monographic studies of individual countries with characteristics of adult education that are specific to a particular country, as well as with the ultimate anthropological perspectives which adult education either pursues, or on which it is based; it is not, however, clear how these differing "philosophies" can be subjected to a comparison. The lists of indicators set out by the OECD, which inquire rather into the contents of adult education, have until now proved to be of little help; they are too indefinite verbally and, moreover, they are based on an organizational structure in which monolithic concepts of education play only a marginal role.

Therefore, we have oriented ourselves in our presentation predominantly toward the structural image of adult education/further education. But since today the results of a material nature are only slightly taken into consideration, often to the advantage of an unbridled obsession with theories, we were of the opinion that this presentation

could contribute to a European synthesis more than many a former idea which fails to take due note of reality.

Thus, references will be made to:

- the size of the state in question
- population
- a survey of the educational system in the Federal Republic of Germany
- legislation concerning adult education/further education
- research and training establishments in the sphere of adult education/further education and the focal aspects of their work
- cultural federalism and plurality
- individually presented adult education institutions
- concluding remarks concerning the difficulties of drawing comparisons.

The presentation is based on a description which was developed for a correspondence course of the German Folk High School Association /SESTMAT/.

Bochum/Hamburg, June, 1979 J.H. Knoll

I. POPULATION DATA ON THE FEDERAL REPUBLIC OF GERMANY

The Federal Republic of Germany is - especially in the educational-political sphere - a federally organized and oriented republic. Its federate states enjoy relative autonomy, especially in questions of school education, but are definitely called upon to cooperate in accordance with the provisions of the country's Constitution and cooperative bodies as well as cooperatively-reached agreements. In view of the cultural federalism, one speaks today of a "cooperative cultural federalism"; this is intended to indicate that the weight of cooperation between the federal authority and the individual states has considerably increased during the last few years - especially since 1969.

First of all, we present the following data on population and employment:

	Area /in thousands of sq. km/	Inhabitants /in thousands, 1976/
Schleswig-Holstein	15,676	2,583
Hamburg	0,753	1,708
Lower Saxony	47,408	7,232
Bremen	0,404	714
North Rhine-Westphalia	34,044	17,096
Hesse	21,111	5,543
Rhineland-Palatinate	19,838	3,657
Baden-Württemberg	35,750	9,135
Bavaria	70,547	10,804
Saarland	2,568	1,093
The FRG as a whole	248,099	59,565

/Statistical Yearbook, 1977/

Demographic Data (1978)

Population according to Age Groups:

Age	Total (in 1000)	% of the total population	Sex (in %)	
			male	female
below 6	4,069,2	6.6	51.28	48.81
6-10	3,886,4	6.3	51.22	48.77
10-15	5,128,4	8.3	51.24	48.75
15-20	4,577,4	7.8	51.55	48.88
20-25	4,209,0	6.8	50.38	49.61
25-30	4,125,1	6.7	51.55	48.44
30-35	4,132,6	6.7	51.96	48.03
35-40	5,035,7	8.2	51.99	48.00
40-45	3,962,3	6.4	51.68	48.31
45-50	3,880,9	6.3	49.81	50.18
50-55	3,692,9	6.0	42.36	57.64
55-60	2,574,1	4.2	40.36	59.06
60-65	3,365,4	5.5	40.38	59.62
65-70	3,316,7	5.4	39.79	60.21
70-	5,688,0	9.2	35.84	64.15

Demographic Data (1978)

Total population: 61,442,000

Men: 29,271,000

Women: 32,173,000

Population of Individual States (in thousands)

State	Total number of inhabitants
North Rhine-Westphalia	17,073
Bavaria	10,804
Baden-Württemberg	9,119
Lower Saxony	7,227
Hesse	5,538
Rhineland-Palatinate	3,649

Schleswig-Holstein	2,583
Hamburg	1,699
Saarland	1,089
Bremen	710

Educational Level of the Population

(Concerns persons above the age of 14, i.e.
44.38 million people
20.26 " men
and 24.12 " women)

Education	Total (million)	% of total population	% of men	% of women
Compulsory school without specialized training (apprenticeship)	17,00	38	23	51
Compulsory school followed by apprenticeship	14,65	33	45	23
Secondary schools not followed by higher forms of education	9,03	20	21	20
Higher forms of education with school-leaving exam, (university)	3,70	6	11	6

Vocational training (in % of the respective population groups)

Profession	Total (in millions)	% of the total population	% of men	% of women
1. Proprietors, enterprise managers, members of liberal professions	0,54	1	2	1

2. Small and medium-level self-employed persons	2,23	5	7	4
3. Head employees and office workers	1,06	2	4	1
4. Other employees and office workers	9,3	21	25	18
5. Skilled workers	3,49	8	16	1
6. Other manual workers	3,90	9	12	6
7. Farmers	0,75	2	3	1

Gainful employment

Gainfully employed persons,

total 21,45 mill. = 48% of the population

Of these, men 13,93 mill. = 69%

women 7,53 mill. = 31%

Non-employed persons such as housewives,

total 11,36 mill. = 26%

Of these, men 0,49 mill. = 2%

women 10,86 mill. = 45%

Non-employed annuitants and pensioners,

total 7,18 mill. = 16%

Of these, men 3,34 mill. = 16%

women 3,84 mill. = 16%

Pupils and students, total 4,39 mill. = 10%

Of these, boys 2,49 mill. = 12%

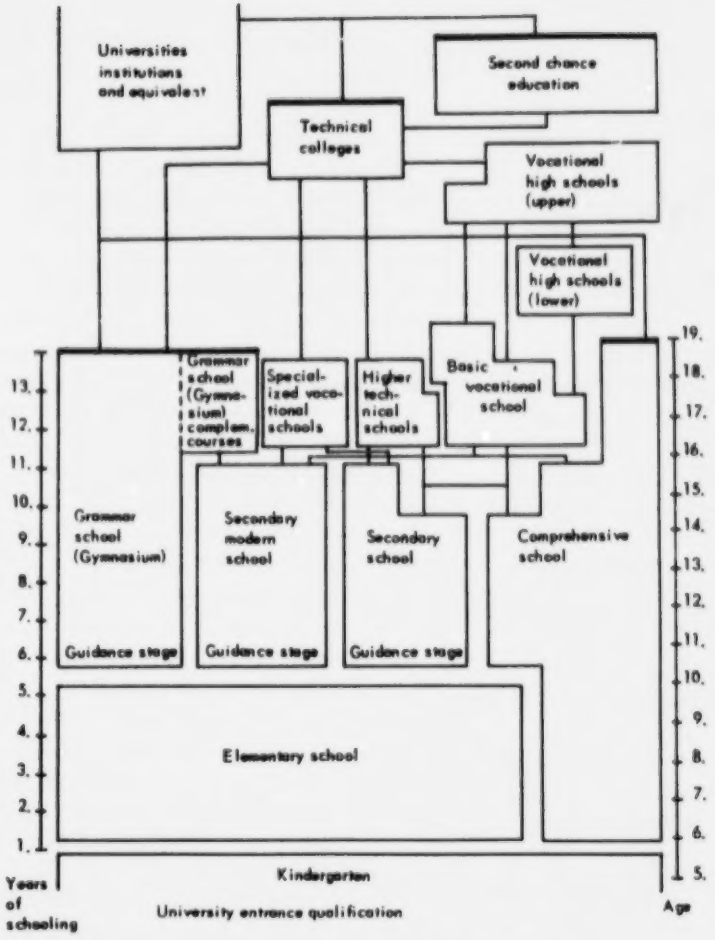
girls 1,90 mill. = 8%

II. A SURVEY OF THE EDUCATIONAL SYSTEM IN THE FEDERAL REPUBLIC OF GERMANY

The structure and organization of the educational system in the Federal Republic of Germany appear to both the domestic and foreign observer to be multi-faceted and difficult to survey. To begin with, we wish to present here certain essential facts and structures; details will be disregarded for the sake of a clearer general picture. The diagram with which these introductory remarks are concluded, and which has been elaborated by the Secretariat of the Conference of Ministers of Education of the Individual States in the Federal Republic of Germany, is a comprehensive presentation of the organizational forms and respective age groups. Compulsory school attendance in the Federal Republic lasts from the 6th to the 18th year of age. Pre-school education is not yet compulsory and experiments that were to have provided an answer to the idea of reducing the school entrance age have not until now led to any concrete results. At the age of six, children in the Federal Republic of Germany are enrolled in elementary school where they remain in every case until the conclusion of the fourth form - i.e. until they are 10 years old. Then they are either enrolled in a higher form of schooling (a vocational school, gymnasium or the first level of a general secondary school), or else they continue in a general school until the conclusion of the 9th form. The higher forms of school prepare their pupils above all for universities and other institutes of higher learning whereas the vocational schools provide the training necessary for the undertaking of occupations entailing a medium level of responsibility. However, the vocational schools, too, provide their students with a qualification that entitles them to pass on to a higher school. Higher education institutions (i.e. universities, technical universities,

colleges, general higher schools, theological faculties, correspondence course universities and colleges of the *Bundeswehr*) are accessible only to secondary-school graduates. The completion of a vocational school entitles one to enrol in a technical college or a corresponding faculty of a general university. Those pupils who remain in the general school on completion of the fourth form of elementary school take up employment as a rule at the age of 15. Until they are 18 they are obliged to undergo vocational training - that is, they must attend a vocational school which complements the specialized training provided by their respective enterprises.

Adult education - since the early seventies, the term "further education" has become increasingly common - does not yet constitute a part of the public educational system in all the states of Federal Germany. Nevertheless, it is being stressed in documents concerned with an educational-political reform and in several laws enacted in various states of the FRG that adult education constitutes an independent sphere of public education - the so-called quartic educational sphere - apart from the elementary, secondary and higher spheres of education. The out-of-school education of young people is not attached in the educational-political reform to adult education, but in practice many facilities of adult education are intended especially for both young people and adults. Characteristic of the system of adult education/further education is the pluralistic structure of public and non-public establishments.



Source: Anweiler O. u.a., Bildungssysteme in Europa. Struktur- und Entwicklungsprobleme des Bildungswesens. Weinheim und Basel, Beltz Verlag 1976, Anhang.

III. ADULT EDUCATION LEGISLATION

A) HISTORY

The need for legislation concerning adult education was first recognized after 1945 by the state of North Rhine-Westphalia which introduced, in March 1953, the *Act on Extension Courses at Folk High Schools and the Corresponding Facilities for Popular Education.*

In all the other states, no early initiatives were undertaken with late to elaborate and prepare the corresponding bills in this respect.

In 1970, laws dealing with adult education were enacted in the states of

Lower Saxony,
Saarland and
Hesse.

In all the other states, no early initiatives were undertaken with regard to financially securing adult education.

The remaining states of the Federal Republic began relatively late to elaborate and prepare the corresponding bills in this respect.

In 1974, these were followed by the laws adopted in

Bremen,
Hesse - this being an amendment of the already existing law,
Bavaria and
North Rhine-Westphalia.

In 1975,

Rhineland-Palatinate and
Baden-Württemberg passed such laws.

A draft bill is being currently discussed in Schleswig-Holstein. In West Berlin, a planning committee is working on a draft.

B) ADULT EDUCATION LEGISLATION WITHIN THE FEDERAL EDUCATION SYSTEM

Legislation concerning adult education must conform to the principles of the Constitution. It is within the competence of the individual states to pursue the interests of adult education. In addition, the jurisdiction of federal organs in the sphere of education has been expanded in the form of cooperation between the federal government and the states: namely in the *Federal and States Commission for Educational Planning* and (since 1975) the *promotion of research*.

Special laws apply to West Berlin, where adult education falls within the sphere of legislation on schools, and to Hamburg, where Folk High Schools have been established as state institutions jointly with the University.

No common clauses on the promotion of adult education are to be found in the Constitutions of the individual states. In Baden-Württemberg,
Bavaria,
Bremen,
North Rhine-Westphalia,
Rhineland-Palatinate and
Schleswig-Holstein
the clauses on the promotion of adult education have only an advisory character and do not mention the form or extent of this support.

C) LAWS ON FURTHER EDUCATION - A SURVEY

HESSE Act on Promotion of Adult Education Facilities (Act on Adult Education) of August 9, 1978
Act on Folk High Schools (of Jan. 1, 1976)

BADEN-WÜRTTEMBERG Act on Promotion of Further Education and Public Libraries (of Dec. 16, 1975)

BAVARIA Act on Promotion of Adult Education (of July 24,1974)

WEST BERLIN Act on Promotion of Participation in Educational Activities (of Dec. 17, 1976)
The proposals submitted by the FDP/SPD coalition (of Sept. 27, 1978) and the CDU opposition (Jan. 4, 1978) were not adopted.

BREMEN Act on Further Education in the State of Bremen (March 26, 1974)

HAMBURG Hamburg Act on Educational Leave of January 21, 1974

LOWER SAXONY Act on Promotion of Adult Education of Jan. 13, 1970

NORTH RHINE-WESTPHALIA First Act on Instituting and Promoting of Further Education in the State of North Rhine-Westphalia (of July 31, 1974)

RHINELAND-PALATINATE Act on the Re-shaping and Promoting of Further Education in Rhineland-Palatinate (of Feb. 14, 1975)

SAARLAND Saarland Act on Adult Education (of April 8, 1970)

SCHLESWIG-HOLSTEIN Adult Education Bill in the State of Schleswig-Holstein (of May 6, 1970) not yet approved.

Laws on Further Education (Adult Education/Further Education) - the Individual Laws in Detail

HESSE

Position (goal) of adult education/further education - no statement on the position of adult education in the over-

all education system - goal: to enable adults and adolescents to broaden (renew) and deepen their knowledge and abilities in order that they may meet the requirements of their life, profession and social activity.

Collaboration: - Adult education establishments cooperate with other educational institutions (the Folk High Schools, Residential Folk High Schools, establishments for the out-of-school education of youth and the respective institutions functioning in accordance with the law on vocational training; use is to be made of the possibility of integrating the media).

Promotion: - by the state unless institutionally promoted on the basis of other federal or state legal provisions.
- Prerequisites for support:- exclusively serving the interests of adult education
  - open to everyone
  - planned, continuous pedagogical activity
  - the elaboration of curricula; the existence of premises and equipment
  - seat in Hesse
  - head: a full-time pedagogue
  - affiliation to a recognized state organization
  - public supervision over finances and curricula

Cooperation: - board of curators: the elaboration of expert opinions, recommendations, investigations in the sphere of adult education. Should promote and coordinate cooperation among the various institutions.

BADEN-WÜRTTEMBERG

Position/goal: Further education is an independent part of the educational system, equal to those comprised by the

compulsory and secondary schools, higher education institutions and vocational training institutes. Further education applies to all spheres of life: general adult education, further vocational training, political education.

Task: The deepening, renewing and broadening of knowledge and abilities by means of out-of-school education; it should lead to a responsible compartment, thus serving in general the interests of a law-governed state.

Authorities: The plurality of the authorities, which corresponds to the diversity of adult education needs, has been preserved.
- State, municipal and free authorities fulfil their tasks side by side, independently and each on its own responsibility;
- for the same performance the same support is provided.

Cooperation: Institutional cooperation on the state level through a state board of curators and, on the regional level, through a regional board of curators.
(These boards promote cooperation among the establishments of further education, compulsory and secondary schools, schools of higher education, the State Institute for Political Education, and the radio and TV networks.)

Promotion:for educational and financial-political reasons only those establishments are eligible for support which meet the minimum requirements based on the criteria of purpose, organization, content and extent and which offer the necessary safeguards of efficiency.

BAVARIA

Position/goal: - Adult education/further education constitutes an independent (equal) sphere of the educational system.
- It should contribute toward man's sense of his own responsibility and self-determination.

- It is intended to deepen, refresh and broaden one's school/vocational education.
- The acquisition of additional knowledge and abilities should promote one's ability to make judgements and decisions and serves the elimination of prejudices and a better understanding of society and political events.
- It serves the development of man's creative abilities.

Authorities and establishments: - Legal entities of public or private law which pursue with such an establishment goals which exclusively and directly serve common interests.

Establishments in the sense of the law are only:
such that work according to a plan, continuously and pedagogically, do not orientate themselves only towards special spheres or pursue solely vocational training. The establishments also do not include the mass media, correspondence teaching institutes, etc.
- The various authorities and establishments exist independently of each other.

Promotion: - Public promotion. The right of an establishment to set up its own curricula and to choose its co-workers remains unaffected.
- The prerequisites for support - the submission of finances to public supervision
  - cooperation with the authorities of other establishments on a partnership basis
  - open to everyone
  - component head and co-workers
  - a minimum scope of what is offered in terms of further education.

Cooperation: - The setting up of working associations of the authorities in charge of adult education establishments on the level of a region or a city level and, possibly, on a district level.
- Cooperation on the state level within the framework of the State Council for Adult Education.
- Cooperation with the establishments in other spheres of education is to be cultivated.
- Cooperation with higher education institutions, chairs of adult education.

WEST BERLIN

No laws concerning further education/adult education exist in West Berlin.
The bills proposed by the FDP/SPD and the CDU (dating from Sept. 27, 1978 and Jan. 4, 1978 - namely the Bill on Further Education in the State of Berlin and the Bill on the Promotion of Adult Education in the State of Berlin) have not been adopted.

BREMEN

Position/goal: - According to the law, further education must be an integrated part of the educational system.
- It should meet individual and social requirements for education in the form of organized study after the conclusion of full-time compulsory school attendance.
- Spheres: political, vocational and general education.
- It should lead to:
the acquisition of social and cultural experience/knowledge, the understanding and changing of one's vocational qualifications and participation in public life
the mastering of social conflicts (elimination of social inequalities)

Authorities, establishments: As a prerequisite for being supported such establishments must:

- serve the goals of further education in the sense of the law
- strive for the integration of vocational, general and school education
- be in existence for at least two years
- work according to a plan and on a permanent basis
- dispose of a qualified head and co-workers
- submit its finances and results to public scrutiny
- The state may provide subsidies to the operators of establishments which are not entitled to support.

Cooperation with higher education institutions: Higher education institutions elaborate the study goals and contents of further education. The training of co-workers of further education by means of refresher and extension courses.

Cooperation: State Committee for Further Education; coordination of the work of the individual establishments; promotion of cooperation.

LOWER SAXONY

Position/goal: - No statement concerning the position of adult education in the system of further education.
- Goals: enable one to acquire or broaden one's knowledge, promote independence of opinion, stimulate intellectual exchange and help resolve personal and occupational problems.

Promotion: /prerequisites/ - the establishment must be in existence for at least three years
- fully qualified head
- the operator must be a legal entity
- open to everyone
- safeguards of permanent existence
- proof of efficacy
- must not deal exclusively with particular interests or special spheres

- what is offered must serve the interest of common benefit

Independence: State support has no bearing on the independent elaboration of curricula and the choice of co-workers.

Authorities: Both public and private legal entities have the possibility to become adult education authorities.

NORTH RHINE-WESTPHALIA

Position/goal: - Within the sphere of further education, adult education constitutes an equal part of the educational system.
- The establishments of further education carry out their tasks in cooperation with other educational establishments.

Establishments: State or municipal educational establishments and other recognized educational institutions (with the right to independent curricula).

Goals: Further education in equivalent spheres
- other than vocational, degree-oriented education
- vocational education
- scientific education
- leisure-oriented, creativity-promoting education
- education toward parenthood and family life
- personal-development education

Cooperation: with schools, higher education institutions and vocational training and further training establishments.

Principles of promotion: /prerequisites/ - assurance of duration
- a minimum of 600 lessons provided yearly
- the exclusive provision of further education (with no lucrative aims)
- the submitting of capacity and financial plans to public scrutiny

- open to everyone.

RHINELAND-PALATINATE

Position/goal: Further education is an independent sphere of the overall educational system under public responsibility.

Goal: to provide the education needed for the creation of equal opportunities and to eliminate shortcomings in educational levels. The deepening, complementing and renewal of one's existing capability and the acquiring of new capabilities and knowledge. To enable one to act with a spirit of self-responsibility in one's occupation, personal life and society.

Establishments: Establishments of state or municipal corporation (public authorities) and establishments of independent authorities. State organizations coordinate the further education provided by the affiliated establishments.

Prerequisites for promotion: State and municipal corporations support the further education establishments if they

- have qualified co-workers
- operate as a public service
- provide the broadest spectrum of further education (i.e. not only those forms concerned with vocational further training, or those pertaining to specific groups of the population, etc.)
- are open to everyone
- have been in existence for at least two years
- submit their work programmes and finances to public scrutiny
- have the necessary premises and teaching aids.

Cooperation: The State Council for Further Education: the promotion of cooperation with schools, higher education institutions and the sponsors of facilities in other

spheres of education (higher education institutions, radio and TV institutes).

SAARLAND

Position/goal: According to this law, adult education is part of the general educational system.
From the educational point of view, adult education is a service to the public.
Adult education should help one to formulate and assert one's own independent, responsible opinions.
Adult education should help one to solve one's personal and occupational problems.

Independence: - independent elaboration of curricula
- freedom of instruction
- independent choice of the various establishments' heads and co-workers

Prerequisites for promotion: In addition to state subsidies, the regions, towns and municipalities are supposed to financially support the adult education authorities within their sphere of jurisdiction, if the following prerequisites are fulfilled:
- exclusively adult education is provided
- the authorities are legal entities
- open to everyone
- the finances, goals and results must be open for public scrutiny
- the establishment must have been in existence for at least two years
- long-term, planned, pedagogical activity
- the existence of a qualified head

Cooperation: There is no provision in the law concerning close cooperation between, for instance, the science and practice of out-of-school education. The only proviso is that a higher education institutions representative must

sit on the State Committee for Adult Education as its member.

SCHLESWIG-HOLSTEIN

Position/goal: Further education/adult education is a part of the overall education system;
its purpose is to promote knowledge and abilities;
it is intended to form the basis of responsible comportment in one's family, occupation, politics and society.

Further education comprises: continuing education, retraining and adult education.

Establishments, authorities: Establishments: Folk High Schools, residential colleges, adult education premises, as well as corresponding educational facilities. Of crucial importance is cooperation among all authorities and establishments.
Authorities: region, municipality and other legal entities in public or private law, as well as associations not conforming to such legal provisions.

Promotion: through the state, region and municipalities in the case of recognized establishments.

Prerequisites for recognition: - open to everyone
- long-term pedagogical activity
- headed by a qualified person
- finances open to public scrutiny
- its financial support must be justified by the content and extent of activities
- the instruction dispensed serves educational purposes and shows concrete results
- the establishment in question must have been in existence for at least two years.

D) CONTENTS OF ADULT EDUCATION

The laws dating from 1970 reflect the transformation of the technical-economic structure and resulting educational needs of the individual and society. Emphasis is being placed on education with a vocational bias.
The laws enacted since 1974 pursue educational-political purposes - among others, those of the overall educational plan adopted in 1973 by the Commission for Educational Planning comprised of representatives of the states and the federal authority.
In the Act on Further Education in North Rhine-Westphalia (1974/75), the contents of further education are divided into seven spheres of instruction:

- non-vocational, degree-oriented education
- scientific education
- political education
- leisure-oriented education
- personality development
- creative education
- education for parenthood and family.

On the other hand, the Act in existence in the Rhineland-Palatinate determines five spheres of instruction in terms of contents:

- personality development
- education toward familyhood
- leisure-oriented education
- vocational-related education
- political education.

(*Handwörterbuch der Erwachsenenbildung /The Concise Dictionary of Adult Education/, 1978*)

IV. EXPENDITURES ON FURTHER EDUCATION (1976) ACCORDING TO SPHERES OF TASKS AND TERRITORIAL CORPORATIONS

(in thousands of millions of DM)

	Further education	
Federation states municipalities	1,360	2.3% +)
Federation	0,270	6.6%
States	0,381	0.9%
Municipalities	0,700	5.6%

+) Percentage of overall educational expenditures

(*Strukturdaten, 1977*)

V. FOCAL POINTS OF RESEARCH IN THE FRAMEWORK OF ADULT EDUCATION

At numerous higher education institutions in the Federal Republic of Germany, there exist departments of adult education, namely in West Berlin, Bremen, Oldenburg, Hannover, Hamburg, Bochum, Cologne, Frankfurt, Kassel, Bamberg, Munich and Bayreuth. The research conducted at these establishments deals partly with personal and partly with local matters and, to some extent, is also based on developments in the sphere of educational politics.

A presentation of the focal points of research, which takes into account the research themes being dealt with, reveals their clear division as concerns the Federal Republic of Germany as a whole. A research documentation which presents a survey of the situation in this sphere of research in the Federal Republic of Germany discloses the following focal points of interest:

The ascertaining of the focal points can only have an overall character, and we base ourselves in this respect on publications referred to in research documentation.

Category	References
1. Vocational training	34
2. Curriculum development	15
3. Management	14
Motivations of further education	14
Study leave	14
4. On-the-job further training	12
5. Trade unions and Folk High Schools	11
6. Workers' education	10
7. Learning behaviour	9
8. Adult socialization	9
9. Professionalization	7
10. International comparisons	6

(*Forschungsdokumentation Weiterbildung 1973-1977/Research Documentation on Further Education 1973-1977/*)

VI. REFORM AND REFORM TENDENCIES IN THE SPHERE OF ADULT EDUCATION/FURTHER EDUCATION

This is certainly not the place to deal in detail with the history of the reform of adult education in the Federal Republic of Germany. The numerous Introductions to Adult Education which are currently available have done this from different vantage-points.

In contrast to many other European countries, the reform of adult education was introduced relatively late in the Federal Republic and the legislative provisions concerning these reforms are of the most recent date. If one chose to schematize the history of adult education in the Federal Republic, one could say that the years between 1945 and 1960 were marked by the resumption and continuation of the tradition of popular education as it had been conceptualized in the Weimar Republic (1919-1933). In 1966, there was published the expert opinion of the German Committee for Education, which is an

independent body enjoying considerable prestige in questions of educational policy. To this document, a certain pilot function can be attributed. Terms such as retraining and vocational orientation have become projected into the canon of an adult education which is no longer a product of the neo-humanistic tradition, in order to make possible "the adoption of intellectual value above and beyond any particular purpose".

The period from 1960 to 1970 was filled with numerous efforts to create the conception of an adult education aiming also at goals such as

- assistance in one's occupation
- assistance in one's life
- assistance in one's leisure,

and beginning to surmount the gap between the state and the public educational system. It seems unnecessary to deal at this point with all the proposals made in this connection to bring about an up-to-date reform of adult education, as these have been included in subsequent statements concerned with educational policy and in legislative proposals whose tendencies and intentions will still be discussed later.

Another landmark was the year 1970 when the German Educational Council published its *Structural Plan*. The German Educational Council had replaced in 1965 the German Committee for Education and it, too, was a body of experts, but one having stronger links with federal educational policy and, owing to the scope of its work, being paid greater attention to. In the *Structural Plan*, the term "further education" was used for the first time, and consistently at that, and it was defined as an integration of adult education, retraining and continuing education.

It seems hardly possible for a foreign observer to discriminate between the various terminological nuances. As a help, it should perhaps only be said that, in accordance with its new meaning, adult education appears to be concerned above

all with meeting socio-cultural needs through the establishments of adult education/further education.

The tendencies preconceived in the *Structural Plan* have been subsequently concretized, clarified and put into a form which could serve as the basis for drawing the necessary legislative consequences. This applies especially to the general plan of education elaborated by the Federal and Regional Commission for Educational Planning (and the Promotion of Research) which was published in 1973 and which ever since has been considered as the document on educational reform in the Federal Republic of Germany.

If one tried to sum up in a few points the perspective which since then has been playing the decisive role, one could do this in the following way, while obviously overlooking the opposite tendencies as well as the details of the process of educational policy. We consider the following points as determining and essential with regard to the reform and its tendencies:

1. The federal, state and municipal authorities have assumed the duties of promoters of adult education, which had been previously determined by the state Constitutions of the various *Länder* and/or by special laws (the 1953 Act on Promotion in North Rhine-Westphalia, the Act on Adult Education in Lower Saxony, passed in 1969/1970).

2. Further education is carried out within a pluralistic system of different authorities, whose equality of status is guaranteed under the condition of "corresponding results". The criteria according to which these "corresponding results" are to be appraised have not yet been clarified. Some time ago, the German Committee for Education itself warned against the distorted and nebulous terminological differentiation between a free and controlled adult education. *The General Educational Plan* differentiates between the legal nature of the public and the non-public (free) authorities.

3. Further education constitutes an independent, fourth sphere, following those of elementary, secondary and tertiary education. The very fact of adult education being in quartic position can imply either an opportunity or a miserable shadow existence.

4. The availability of further educatic.. must be all-involving and the existing differences in this respect between town and countryside should also be eliminated to at least some extent; they will probably never disappear entirely.

5. In terms of their content, vocational education, general education and political education should be inter-related. They should constitute an integrated whole by means of which a complex interpretation of our present era can be ensured. This aim could have probably been pursued only occasionally beyond the limits of a mere rhetoric claim, as the underlying principles of instruction often lead to stilted curricula.

6. In addition, more weight should be placed on vocational and degree education, which requirement is even more strongly reflected in the acts of adult education adopted in the various states. According to this list of goals, the curricula, participation, professionalization, study leave and establishment of further education is being discussed, with reference to precisely planned dates, which are to clarify the time schedule for the fulfilment of the intended reform. Naturally, *the General Educational Plan*, which constitutes an aseptic, condensed version of the *Structural Plan*, is also based on a conception of education that can be ascertained and determined by terms such as systematic learning, degree-oriented study, vocational education and scientific education.

A certain landmark marking the conclusion of the current development is set by the First Act on Further Education in the state of North Rhine-Westphalia, which came into force

on January 1, 1975 after a relatively long preparatory period. Compared to the acts on adult education, further education that have been adopted until now in other states, this law implies an extensive application of the measures contained in the *General Educational Plan*, it can even be seen from the terminology used. The First Act on Further Education also includes some more precise formulations, which subsequently lend a more concrete character to the designs of the *General Educational Plan*.

The overall goals, such as the all-embracing character of the facilities offered, the assumption of duties by the municipal authorities and the equality of the different - that is, public and non-public - authorities are almost identical in the *General Educational Plan* and the First Act on Further Education.

The First Act on Further Education goes above and beyond the general formula, according to which further education includes general, vocational and political education and presents a differentiated list of tasks, namely:

1. non-vocational, degree education
2. vocational education
3. scientific education
4. political education
5. leisure-oriented, creativity-promoting education
6. education toward parenthood and family
7. personal-development education.

I assume that this list is arranged according to a hierarchy of values, even though the "fathers" of this law deny it. We do not intend to examine the individual sets of tasks for the purpose of their interpretation, but would like to point out that the last-mentioned among them, "personal-development education", sounds like a dubious compromise; after all, the other spheres, too, contribute to personal education. There is a widespread opinion in North Rhine-Westphalia that this sphere could have just as well been listed as "other forms of education".

The act reveals an obvious tendency to attach a certain priority to degree vocational, systematized education. This corresponds to the intention pursued by the reform in the sphere of educational policy - namely, to base further education on a more pronounced curriculum stringency and to conceive of it throughout as "organized learning" in a twofold sense. Here it should be pointed out, however, that this tendency is not necessarily followed up by the actual offer of study programmes. For instance, in the case of the Folk High Schools in North Rhine-Westphalia, the "systematized" offer is still less than a third of what is available as a whole. In this case, the aim of the reform and present reality still seem to be far apart.

VII. CULTURAL FEDERALISM AND PLURALISM IN GENERAL AND IN REGARD TO ADULT EDUCATION

The educational system in the Federal Republic of Germany is traditionally characterized by the principle of cultural federalism, which means that legislative power and the implementation of legislation in the sphere of education is primarily the province of the individual states.

This implies the resumption of a practice carried out during the Wilhelmian era, i.e. at the time of imperial Germany from 1871 (until 1918), and during the years of the Weimar Republic (1919-1933) - a practice which was abandoned only at the time of National Socialism as a result of the centralization of the state administration. Although throughout the duration of the Federal Republic pleas could be heard which called for central competence in questions of educational policy as well, they have not been able to do away with the principle of cultural federalism. The reasons for cultural federalism may seem obvious where the post-war states in the Federal Republic have carried on the tradition of the

former pre-war states: less convincing are the reasons concerning those states which were established only after 1945, such as North Rhine-Westphalia whose population hardly shows any unifying characteristics of a regional nature. The federal authority has more tasks in the sphere of cultural policy only where questions of the promotion of science, cultural policy abroad and, since 1969, educational planning are concerned. Until 1969, the competence of the federal authority was determined above all by the provisions of Article 74 (13), which reads:

"The concurrent legislative powers cover the following spheres ..." 13. stipulations concerning assistance in training and the promotion of scientific research."

Owing to this Article, the federal authority possesses concurrent legislative power with regard to the sphere of scientific research, which means that the federation and the states share the costs of the promotion of scientific research. In this respect, they are also supported by a number of private foundations, e.g. the Foundation for German Science (*Stifterverband für die deutsche Wissenschaft*), the Thyssen Foundation and the Volkswagen Works Foundation. In 1969 , still under the impact of the "big coalition" of the SPD and CDU/CSU, Article 91 of the Constitution, concerning common tasks, was supplemented to extend cooperation between federal and state authorities to the sphere of educational planning as well (Article 91 b):

"The federal and state authorities may on the basis of prior agreement cooperate in matters of educational planning and the promotion of facilities and objectives of scientific research of transregional significance. The distribution of costs will be determined in the agreement."

This amendment has had the following consequences among other things:

1. The federal government and individual state governments constituted on June 25, 1970, the Federal and States Commission for Educational Planning as a permanent forum for the discussion of all educational questions jointly affecting the federation as a whole and the individual states. The central task given the commission, which consists of Education and Finance Ministers as representatives of their respective governments, was the elaboration of a general educational plan and of an educational budget.

2. The Federal and States Commission for Educational Planning adopted the *General Educational Plan* on June 15, 1973 and submitted it to the heads of the federal and state governments, which approved it by decisions taken on September 20 and November 30, 1973.

3. The particular cultural federalism has been replaced by a cooperative cultural federalism which promises to guarantee a higher degree of mutual agreement.

The cooperation between the federal and state authorities also leads to a somewhat different division of competence concerning individual questions which sometimes make the administrative practice more difficult. Thus, according to the Federal Act on the Promotion of Training (*Bundesausbildungsförderungsgesetz*, or simply *Bafög*), student promotion is the competence of the federal authority, whereas legislation concerning higher education (General Act on Higher Education and the individual state acts on higher education) has more to do with the cooperative principle and the school system remains exclusively in the comptence of the states.

On the whole, the basic principle of cultural federalism meets with the approval of the public, the political parties, churches and cultural-political associations, and occasional calls for a Federal Ministry of Education hardly find any support. Thus in future as well, cultural federalism will

determine the structure and development of the educational system in the Federal Republic of Germany, obviously in a form favourable to unification and permitting the various states separate efforts only insofar as they are objectively justified.

Cultural federalism, the limitations of which have been described above, permits also in the sphere of further education for the most part only such regulations and laws as correspond to the particularities of the respective states and opens up overlapping perspectives only where it concerns questions of educational planning which, in accordance with the amended Article 91b GG, presume cooperation on the part of the federal authority. Consequently, the *General Educational Plan* drawn up by the Federal and States Commission for Educational Planning - in our context especially its passage on further education - has a norm setting character with regard to subsequent state laws. So, for instance, the First Act on Further Education in North Rhine-Westphalia - which has been in force since January 1, 1975 - includes essential aspects of the *General Educational Plan*, which it incorporates in specifics corresponding to that region's particular conditions. With respect to further education, cultural and/or educational federalism can thus be described as a regulating principle. It also seems that the legal embodiment of further education as an independent sphere of the public educational system can best be achieved on the basis of and with respect for educational federalism.

Attempts - such as that concerning study leave - to introduce federally uniform regulations which would be binding on all states, have failed in view of the present practice of educational policy.

Without detriment to the above-mentioned constitutional amendment (91b GG), cultural matters are in principle the province of the states, as stipulated by Article 30 GG. Limitations are due to Article 75 GG, 91a and 91b GG. Also

the Federal Republic's practical educational policy confirms that the constitution - as T.Oppermann points out - "leaves the bulk of the state's cultural tasks to be executed by the states".(*Oppermann, T., Kulturverwaltungsrecht, /Cultural Administrative Law/, Tübingen 1969, p. 580.*)

This fact stands out clearly in a comparative survey (*H.G. Roth, Länderpartikularismus oder kooperativer Bildungsföderalismus /State Particularism or Cooperative Educational Federalism/,* in: *Aus Politik und Zeitgeschichte,* B 1-2/76, p. 8):
"The states account for 68%,
the municipalities for 22.6%
and the federal authority only for 9.4%
of the total expenditure on education. Whereas in the state budgets some 26-30% of overall expenditure is earmarked for the educational sphere, only 2.8% is allocated to education and science in the federal budget, or 5.5% including the means devoted to research and technology."

Apart from the principle of educational federalism, the principle of pluralism now also has a place within the Federal Republic's social and state structure. This means that in a state which represents society and its specific forces, these specific forces must be given, commensurate with their social relevance, opportunities for political participation.

To this we only wish to add a concrete, telling example. In the parliament of the Free State of Bavaria - and this is an exceptional case in the Federal Republic of Germany - two chambers are envisaged: the Bavarian *Landtag* as the representative of the political will of the population, and the Senate in which - based on the principle *of professional representation* - the individual sectors of society (churches, trades unions, associations, higher schools, etc.) should constitute a counterweight to purely political representation. Not even the advocates of this form of parliamentary structure deny that it may, obviously, make room for clashes of interests and that the assumed ideal-typical differentiation of po-

litical and societal representation may often be at odds with reality.

This example should make it clear that the idea of pluralism can also be implemented in terms of parliamentary policy. The implementation of the principle of pluralism seems to be better known

in the shape of supervisory organs of radio broadcasting stations
in the provision of pre-school education
in the provision of the out-of-school education of youth
in the provision of further education.

A *socially conscious state* implies a well-balanced relationship between homogeneity and pluralism. It is precisely this which makes cooperation an imperative of educational policy. But cooperation can be successful only where it is based on the equality of the cooperating partners.

If one applies these general considerations to the circumstances of adult education/further education, one can say in the first place that also

- the system of adult education/further education is based on the principle of societal pluralism. Apart from the municipal facilities, there are also those provided by the churches, trades unions, associations, etc. Then
- endorsement of pluralism includes equality among the partners of a pluralistic concept.

Finally, a pluralistic concept calls for

- cooperation.

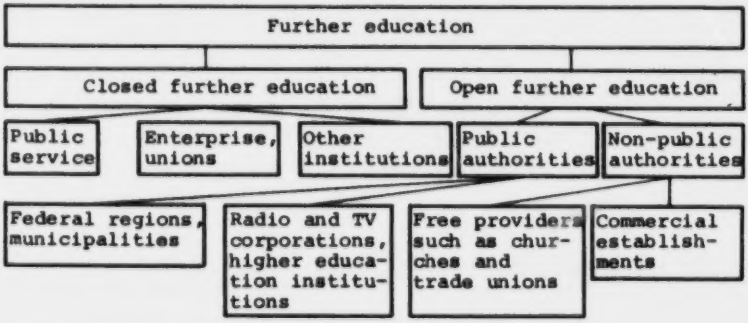
It is due to this that the idea of cooperation acquires a deeper foundation, if only because it prevents an organizational split. The relevant reform-oriented recommendations and legal norms promoting adult education have always taken these three aspects into consideration. And also the establishments

and authorities which constitute the system of further education, including the State Associations of Folk High Schools and the German Folk High School Association, have pledged themselves to the idea of plurality.

VIII. ADULT EDUCATION INSTITUTIONS INDIVIDUALLY DESCRIBED

A) INTRODUCTORY REMARKS

To give an idea of the institutions which will be described in the following lines, it is important to acquire a picture of the entire structure of adult education authorities. This will make it easier to recognize the significance of the position of what will be presented here in the form of a selection. Such a structural schema can be found in a publication in which the plans for the development of further education are discussed. For the purpose of such planning that which already exists must be taken into account as far as possible and presented in a systematic interrelationship.



(Paul Hamacher, 1976, p. 51)

The author, Paul Hamacher, explains this schema as follows: "The providers can be differentiated according to whether

the facilities they offer are intended only for their employees, members of their enterprises or their union members (closed further education), or whether they make these facilities available to every (open further education). The providers of closed further education are the public services, enterprises, unions as well as other institutions and organizations. With respect to 'open further education' for everyone, distinction must be made between public and non-public providers. In the case of public authorities, there is on the one hand further education which is under the direct control of parliaments (the federal authority, the states and municipalities), and, on the other, further education which is only indirectly controlled by parliaments (in the case of radio and TV corporations and higher education institutions. As concerns non-public providers, two groups can also be distinguished: providers pursuing common interests and commercial providers. The former are called as a rule 'free providers'. All the above-mentioned providers may plan and carry out both distance study and face-to-face teaching and they may work on a regional or transregional "basis". (*Paul Hamacher, 1976, p. 50*)

Those institutions whose activity in the sphere of adult education/further education is promoted by state legislation can be found in the two sections which are marked grey in the scheme. They, above all, are the subject of the following presentation. This emphasis is due to the fact that the laws encourage them to cooperate or oolige them, to some extent, to practise institutional cooperation.

B) EXAMPLES FROM THE SPHERE OF CLOSED ADULT EDUCATION

1. Adult Education in the Public Service

The discussion on the need for vocational further training, which started in the sixties, has also been conducted in the sphere of the public services and it makes us realize

the joint impact of efforts for modern pedagogical forms of work and of prevailing tendencies in the case of an administrative reform.

Various establishments for further education exist on the federal level:

- the Academy for Leading Personnel of the Federal Postal Service
- the Training and Further Education Establishment of the Foreign Office
- the Federal Academy of Public Administration
- the Federal Academy of Military Administration and Military Technology
- the Federal Academy of Finance
- the Military Academy of the *Bundeswehr*
- the School of the *Bundeswehr* for Internal Administration
- the Central School of the German Federal Railways

All establishments on the federal level are oriented towards programmes for adapting and raising the students' qualifications or - according to these institutes' own internal terminology - adaptive further education and promotive further education. The founding of the Federal Academy of Public Administration (attached to the Federal Ministry of the Interior) has served the purpose of a certain unification: "The Federal Academy, which has been established on the basis of the Federal Government's decision of June 11, 1969 and the degree of the Federal Minister of the Interior of August 28, 1969, is the Federal Government's central establishment of continuing education."

Brochures dealing with this question point out that the programmes concern relatively closed facilities that serve almost exclusively the needs of vocational qualification, or qualifications required for a specific post or leading function. Comparatively little represented is the sphere of programmes devoted to the social sciences or assistance in acquiring knowledge that will enhance one's orientation in

the world. The same can be said with regard to the other above-mentioned institutions.

All the above-mentioned establishments, which serve the needs of internal further education in various federal sectors, are oriented towards different forms of executive training and management training and are also shaped, inexplicitly, according to foreign models such as the French *École Nationale d'Administration* (ENA). These establishments seem to be hardly influenced by the notion of a broadly-conceived further education - an integration of vocational, political and general education. Though it can be pointed out that in the Academy for Leading Personnel of the Federal Postal Service a concept is being practised, according to which considerable space is devoted - both in terms of content and methodologically - to knowledge enhancing a person's general orientation.

The activities discussed here relate almost exclusively to persons with above-average previous educational achievement. They extensively correspond to what is going on in the economic sphere with respect to the further education of executive personnel.

Things are different in the case of the *Bundeswehr*. The unquestionably largest provider of further education on the federal level - yet the one most often overlooked in the discussion - is the Federal Ministry of Defence. It places a widely branched-out system of training and further education at the disposal above all of soldiers on extended military duty. This is done with a twofold perspective in mind: On the one hand, training opportunities are provided with a view to later utilization within the framework of the *Bundeswehr* and, on the other, to facilitate the soldiers' re-entry into civilian jobs after their discharge from the *Bundeswehr*. For these purposes, there have been established until now

- 61 schools
- 2 academies

- 3 specialized higher education institutions
- 2 higher schools (as higher education institutions under federal jurisdiction)

The *Bundeswehr* also has 34 specialized schools which offer the following possibilities to soldiers who have enlisted for an eight-year term of military service: the attainment of a vocational school degree, a secondary school or vocational high school degree, the qualifications for a chosen career in public administration and the prerequisites for university attendance.

The Office of the *Bundeswehr* for Job Promotion came into being as early as 1960. Its task is to facilitate the soldiers' (re-)entry into civilian life, regardless of whether they resume their former professions or whether they change jobs. Enrolment in the various facilities of further education is in principle voluntary. The costs are met by the Office for Job Promotion. Essentially, the measures concerning vocational training consist of coordinating bodies of specialists, specialized courses and correspondence courses.

An article in *Der Spiegel* had the following to say on the plans of enlisted soldiers:
"Of the 62,200 enlisted soldiers who voluntarily joined the *Bundeswehr* between 1960 and 1974, almost one half decided for further education in the professions for which they had been trained; a third wished to be retrained for another job and one out of seven chose to remain in the army as a professional soldier."
(*Der Spiegel, 1975, p. 57*)

The figures concerning the results of this system of further education were published in the information bulletin *Sozialdemokratische Sicherheitspolitik* with reference to the years 1960-1974. During that period, the enlisted men of the *Bundeswehr* passed the following exams:

"17,300 exams as skilled workers, journeymen and assistants,
700 exams for administrative workers,
3,600 exams for would-be foremen,
5,100 exams for welders,
3,000 exams entitling them to REFA certificates
2,100 exams for radio announcers,
33,200 other specialized tests and exams from those for foreign trade agents to those for aluminium workers or mountain guides.

During the same period, enlisted men received, after the conclusion of their military service and at the expense of the *Bundeswehr*, specialized training in more than 550 professions, from that of an operator of building machinery to that of a mechanical and/or civil engineer. From 1960 until 1974, the following specializations were attained:
17,000 as a foreman,
15,700 as a technician,
5,200 as a diploma-holding engineer,
2,900 as a teacher,
3,400 as a person of a medium executive rank,
14,000 as a trader,
2,600 in the building-machinery industry,
2,500 in the sphere of foreign languages,
5,400 in data processing and, finally,
3,900 in various specializations as public health workers."
(*Sozialdemokratische Sicherheitspolitik, 1975*)

What indirect field of activity with regard to adult education there exists for the federal authority and the states is obvious from the example of extra-mural study which, to a large extent, is organized on a commercial basis. The outcome of agreements concluded between the states in 1969 and 1973 was the establishment in Cologne of the Central Office for Extra-mural Study (*Zentralstelle für Fernunterricht der Länder der Bundesrepublik Deutschland*, or simply ZFU) and the securing of the possibility to parti-

cipate in the development of suitable forms of extra-mural study by means of evaluating the various courses.

The Act on the Protection of the Participants in Extra-mural Study (*Fernunterrichtsschutzgesetz*, or simply *Fern-USG*), which was passed in June 1976 and became effective on January 1, 1977, unified extra-mural study examination regulations throughout the Federal Republic.

"In order to place the conceptual and methodical quality as well as the contractual conditions of extra-mural study as much as possible under state control, the Act on the Protection of the Participants in Extra-mural Study stipulates that extra-mural study courses which are provided on a paying basis may in principle be dispensed only after having been checked and approved by a state inspection authority; also subject to approval are substantial changes of an already approved extra-mural study course. Exempt from this liability are only those extra-mural study courses which, 'according to their content and aim, serve exclusively the utilization of leisure or entertainment' (so-called hobby courses); the existence of such courses must nevertheless be announced to the inspection authority, so that it is kept informed about what is going on in the sphere of hobby courses as well."
(*Die Volkshochschule, 1968 ff., No 11,p.640*)

Just as on the federal level, specifically-oriented further education establishments have also come into existence in the states. These, too, serve the needs of adaptation and the raising of qualifications.

A sort of middle position is being assumed by the German Academy for Judges which was founded on the basis of an administrative agreement between the Federal Republic and its 11 states (Jan. 12, 1973). The Academy, which is situated in Trier, has the following task:
"The German Academy for Judges serves the transregional

further education of justices of all branches of the judiciary and state attorneys. It is supposed to provide further education for judges and state attorneys in their fields of specialization and to enable them to acquire knowledge and experience concerning political, social, economic and scientific developments."
(*Verwaltungsvereinbarung über die Deutsche Richterakademie, 1973, p.54*)

The programmes organized by the German Academy for Judges also reveal an effort to go beyond a purely juristic canon of further education and to deal with currently important aspects such as law and medicine, the legal and social sciences, the position of guest workers in the legal system and society of the Federal Republic of Germany, etc. The German Academy for Judges maintain international contacts with similar institutions in the Netherlands, Denmark, France and Austria.

How widespread within the states these activities were even a few years ago is apparent from a query made in the *Landtag* of North Rhine-Westphalia. The answer of the state government shows the breakdown of these activities in terms of the state budget:

Question 1:
What total sum was available in the state budget for 1972 for facilities and establishments in all sectors of further education?
Concerning question 1:

	152,630,900 DM
Of this, the following sums were allotted to the following individual spheres:	
Prime Minister and Minister for Federal Affairs - special sphere of activity	8,260,100 DM
Minister of the Interior	5,900,000 DM
Minister of Justice	4,104,900 DM
Minister of Education	64,641,200 DM

Minister of Science and Research	1,718,600 DM
Minister of Labour, Health and Social Welfare	63,216,600 DM
(of this: 44,260,000 DM for out-of-school education of youth)	
Minister of the Economy, the Middle Strata and Transport	1,520,000 DM
Minister of Food, Agriculture and Forestry	1,467,700 DM
Minister of Finance	1,801,800 DM

(Landtag Nordrhein-Westfalen, Drucksache 7/3146, p.3)

Without being specified, these nominal values naturally seem to be impressive, but they would appear in a relative light if it were made known on what concept of further education all of this is based. In addition, it is equally impressive and informative to know that only 2.8% of the total educational expenditure in 1972 was allotted to further education. Naturally, considerable changes have occurred since then.

2. Enterprises as Providers of Further Education (Vocationally-oriented Adult Education)

Adult education in the economic sphere appears as a widely-branched system of various measures aimed at the raising of qualifications. These measures are motivated above all by the desire to establish vocational competence through vocational education. They differ from one another first of all according to where they take place. There is

- enterprise
- supra-enterprise
- extra-enterprise (e.g. leadership training at special academies)

further education. Another possibility is to make distinctions according to the functions to be fulfilled by the educational facilities in question. Thus, according to H.Winter/H.-H.

Tholen, there is:

further education	adaptive further education promotive further education;
retraining	new vocational orientation vocational re-activation vocational rehabilitation;
adult education	general vocational continuing education

These functional spheres can be further divided so that, for instance, adaptive further education is differentiated according to criteria dealing with the specific questions of a work place, a branch of production or a kind of product (*cf. H.Winter/H.-H.Tholen, 1975*).

Another helpful division is based on existing functions in an enterprise (management, planning, production, distribution) or on the existing position within the enterprise hierarchy:
- executive rank
- technical personnel
- commercial staff
- skilled workers
- trained or untrained workers

The motives and goals of further education in the economy are determined to a large extent by the structures of the enterprises in question, the various technologies and the situation on the market:

"The motives and goals of further education - whether conceived of as being in the interests of the enterprise or those of its co-workers - are thus essentially concerned with overcoming efficiency gaps caused for various reasons. In this respect, the enterprises must realize that further education is an indispensable factor and has the character of an investment (the fourth sector of investments), while the co-workers' interests do not consist only in the overcoming of existing efficiency gaps but are also to be seen

in the preservation of employment, social and personal mobility which helps one to meet the requirement of self-assertion."
(H.Winter/H.-H. Tholen, 1975)

The same line is followed by the summarizing presentation by F. Arlt who only a few years ago was head of the educational department of the German Industrial Institute (now known as the Institute of the German Economy - *Institut der Deutschen Wirtschaft* - in Cologne):

"In the wake of the technical-economic development, adult education in the economic sphere has always been oriented - and this proves its rationality - toward economic or labour aims. The provision of educational assistance to adult is immanent to industrialization with its principles of a division of labour, mass production, technization and mechanization and continuous research into its technology with the purpose of achieving better working conditions and results.

"During the transformation of the peasant, craft and small-trader production of goods into an economy dependent on scientific-technical development, adult education assumes the tasks of further education in the sense of aiding adaptation, promotive education and retraining.

"In the process of industrialization, the journeyman's and master journeyman's certificates have lost the significance of a confirmation of a training concluded once and for all; the slogan of life-long learning, which has been raised as a pricnple of educational policy, implies an obligation for whoever wishes to remain vocationally abreast of the times. Thus, enterprises function as permanent seats of education in a given field."
(F.Arlt, 1975, p.278 f.)

Those responsible for further education in large industrial

enterprises have repeatedly stressed the point that it is not possible to justify in the long run the assumption that enterprises should limit their further education to vocational adaptation and the raising of a given qualification. Actually, there do exist large enterprises whose adult education facilities include provisions for both vocational and general education. Thus, Siemens AG provides education in three different spheres.

- On-job further education:
  This has to do with themes concerning practical coping with newly-posed tasks.
- General further education:
  This is devoted to the method of intellectual work, to languages, economic and social politics, etc.
- Executive training:
  This is oriented toward the enterprise's goals, organization and functions, toward questions of management and toward personnel and social politics.

Examples such as this one should not make us forget that on the whole barely 40% of those employed in the sphere of production work in enterprises with more than one thousand employees (*cf. Statistisches Bundesamt /Federal Office of Statistics/, 1976, p.241*).

One should realize that the smaller the enterprise is, the rarer are the opportunities for enterprise further education.

Until the German Educational Council produced its *Structural Plan*, the existence of an enterprise further education had hardly been mentioned among the public at large. The enterprises themselves did not show any interest in discussing their activities in public, let alone providing them. Things have changed somewhat in this respect since the discussions concerning the financing of study leave. Now the great scope of the measures being taken by the enterprises in this sphere is being publicly reve-led. *The Information Bulletin of the Institute of the German Economy /Informationsdienst*

des Instituts der Deutschen Wirtschaft/ gives a clear picture of the costs, structure, participants and results of enterprise further education (August 21, 1975).

"The entrepreneurial sector of the economy spent in 1971/72 altogether some 2.1 thousand million DM or vocational further education. This amounts to 101 DM per head of the 21.2 million employeyees in the sphere of the Chambers of Industry and Commerce as well as the Chambers of Handicrafts."

The largest part of this sum, amounting to 1.68 thousand million DM was allotted to company-based further training. This accounted for 17.2% of the total expenditure on in-company education (9.76 thousand million DM).

The cost of one place in company-based vocational furtner training was 30,371 DM, almost 50% of which (15,155 DM) was due to the continued payment of wages.

At present, there are 86,678 places available in company-based further training in the economic sphere. On the average 80% of them are used for on-the-job education. An average of 0.7 of a workday per employee was spent for this purpose.

Consequently, one out of 14 employees was granted a ten-day study leave in the 1971/72 period ...

At least one half of all the facilities of furtner education are used for further career training. Thus the Chambers of Industry and Commerce give annually an average of 100,000 exams for foremen, technicians, accountants, economists, etc.

About one third of all provisions serves the needs of continuing adaptation (the updating of vocational skills in one's original training). Approximately a fifth of the entire scope of further education is devoted to retraining.

One third of the providers of these facilities of further

education and training are the employers, one fourth are state institutions and the rest are the trades unions, churches, various associations, private providers, etc.

Interest in further education is increasing ... This has been revealed by a motivation and efficiency analysis made in 1973 by the Regional Office for Small Business in Baden-Württemberg on the basis of an investigation carried out among the participants in vocational further education courses:
- 61% hoped to achieve a better position in their occupation;
- the rest took part because of the pressure of changed work requirements.

The effort also has its rewards. 75% of those questioned said that their position at work had improved on completion of their courses.
(*Institut der Deutschen Wirtschaft, 1975, p.4 f.*)

C) INSTITUTIONS OF OPEN FURTHER EDUCATION

1. Trade Union Adult Education

There are two reasons to start with the trades unions among the many providers recognized as such by the provisions of individual state legislation: on the one hand, they complement, in a way the previously described in-company further education and training, on the other, certain parts of the trade union educational activity belong to the above-mentioned closed activities, serving the purpose of preparing their participants for the work as trade union officials and their further education. In view of the great personnel needs resulting from the amendments of the Act on Company Statutes (*Betriebsverfassungsgesetz /BVG/*), the Act on Personnel Representation (*Personalvertretungsgesetz /PVG/*) and the Labour Co-participation Law, and with regard to the representation of the employees' interests in socio-political

and socio-juridical bodies, this sector of trade union further education holds today a predominant position. According to legal regulations, the participation of members of Works Councils in training and educational courses depends on a common acknowledgement by the trades unions and the employers. According to Paragraph 37, Section 7:
"Every member of a Works Council is entitled during his regular terms of office to a total of three weeks of paid leave to take part in schooling and educational facilities that have been acknowledged as suitable by the highest labour office after consultation with the top organs of the trade unions and the employers' unions."
(*Act on Company Statutes, Par. 37, Section 7*)

Exclusive forms of training of trade union officials do not come under the competence of the *BVG*.

In the case of the trades unions, a widely stratified organizational structure and choice of educational programmes is available. It can be said briefly that these are aimed at political and vocational education, with the German Office Employees' Trade Union (*Deutsche Angestellten-Gewerkschaft /DAG/*) being mainly concerned with vocational education. It provides a number of programmes dealing with specific jobs or branches of the economy, which serve the purposes of adaptation and/or the raising of qualifications. The German Trades Union Federation (*Deutscher Gewerkschaftsbund /DGB/*), on the other hand, provides a broad gamut of adult educational opportunities, even including educational programmes devoted to leisure activity and the fine arts. As concerns the *DGB*, it should be pointed out that, in addition to it, educational activities are also being carried out by the individual trade unions.

2. The German Trades Union Federation (DGB)

In November 1973, the *DGB* held a conference on educational policy, at which the guidelines for trade union adult education were formulated, with main attention being devoted to aspects of raising qualifications:
"It is necessary to provide for qualifications which maintain their validity over a long period of time, that is, not purely executive activities but those that promote, among other things, the ability to plan and make decisions (long-term qualifications); these also should be qualifications which are valid in many occupations (across-the-board qualifications). Social consciousness must acquire greater significance and include, for example, questions such as the organization of an enterprise, investment policy and price policy."
(Deutscher Gewerkschaftsbund /publishers/, 1974, p.143)

Already before that, in March 1972, so-called "Concepts of Educational Policy" has been formulated. According to this document, adult education in the sense of "further education" should be conceived as part of a unified system of education, accompanied by efforts to mutually integrate vocational and social education. In addition, a system of courses according to the principle of cumulative credits is to be established. These systematizing programmes should finally have the character of degree credit education, but the legally binding character of the degrees thus acquired has not been made the subject of any detailed discussion.

In a document known as "requirements of the *DGB* Concerning Vocational Education", special emphasis is placed on local and regional cooperation which is to be embarked upon by the appropriate institutions. With regard to cooperation and coordination, the report of the *DGB* on activities in the course of 1972-1974 says the following:
"The internal trades union discussion on the tasks and position of further education also touches on the relations of the *DGB* to other providers of further education which,

for their part, are searching for new ways between traditional and emancipatory forms of education. Cooperation of the *DGB* with other providers of further education during the period discussed in this report was of differing intensity in the various states and was also carried out with different partners. It mainly concerned the development of programmes for employees."
(*ibid., p.153*)

Simultaneously with the activities mentioned here, the *DGB*, stretching its interests above and beyond those concerning purely trade union matters, joined the discussion on the political education of adults.

The founding of the Common Welfare Educational Establishment (*Gemeinnütziges Bildungswerk e.V.*) implied greater unification of the *DGB*'s educational activity.

"On May 2, 1972, the Federal Executive Board founded the Common Welfare Educational Establishment in order to help increase the educational facilities of the *DGB* quantitatively and to create for them a broader scope of activity."
(*ibid., p.155*)

The content of trade union educational work has been formulated by the *DGB* in these general terms:
"A fresh start has been made in the development of curricula for trade union educational activity and the elaboration, publication and distribution of study materials that should be accomplished in cooperation with the individual trade unions' educational departments ... Further, closer cooperation has been established between the Department of Education and the Department of Social Policy with regard to the elaboration of curricula known as 'Education Concerning Co-participation' and 'Employees' Representatives in the Supervisory Councils'.
"Thus, work has been started, together with the Personnel Department, on the further development and elaboration of

the existing approaches to the vocational further education of *DGB* employees ..."
(*ibid., p.159*)

Practical educational activity is carried out on the local, district and federal levels. The work being done in the *DGB*'s 236 districts is being oriented towards a framework plan for local educational activity. A tendency to increase its intensity is notable. The individual lectures, evening seminars and weekend and residential courses are devoted above all to

- economic and social policy
- labour and social security legislation
- trade union and social policy
- work studies and tariff policy
- the effectiveness of verbal presentation.

Work on the district level - in a way, the lower level of trade union educational activity - is carried on by the *DGB*'s five federal schools, which are more expressly systematized with respect to the character of the various courses and the status of the participants. The courses are divided into: basic introductory courses, basic upgrading courses, special courses (especially those providing special function-related qualifications for women, white-collar workers, chairmen of local bodies, etc.) and other courses and work sessions (conferences of lecturers, etc.).

In a report on general activities, the following figures appeared concerning the number of participants in the courses provided by the five federal schools (in Bad Kreuznach, Hattingen, Hochkamp, Niederpöcking and Springe):

systematic courses	3,089 participants
non-systematic courses	2,384 participants
altogether	5,473 participants

A noticeable fact is that the number of male participants (81%) greatly exceeded that of women participants and that

with 75.1% the proportion of students with complete elementary (general) school education was unquestionably higher than in other adult education establishments.

Finally, it is also necessary to mention the Correspondence College, Ltd. of the *DGB*, which is a member of the Workshop for Correct Distance Study. The courses provided by this school are mainly confined to

- legislation concerning work contracts
- teaching on the trades unions
- mathematics
- social security and
- national economy.

In 1974, the courses of the Correspondence College were frequented by 15,242 students.

While the Correspondence College of the *DGB* provides political as well as vocational education, the organization of face-to-face courses in vocational further training is the province of the Further Training Establishment of the German Trades Union Federation, Ltd. (*Berufsfortbildungswerk des Deutschen Gewerkschaftsbundes GmbH*). Its tasks are described as follows in an information brochure published in 1975: "As a trades union institution of vocational education, the Further Training Establishment of the *DGB* strives to present the employee with a choice of topical subjects in the sphere of continuing education and retraining. This concerns above all the following concrete tasks:

- By furnishing the employees with knowledge and skills by means of continuing education, they should be enabled to co-determine technical, social and occupational development and/or to adapt themselves to the resulting changes.
- Employees should be given opportunities to acquire new occupational skills by way of new qualification possibilities, in particular by way of their retraining.
- With the help of career promotive continuing education, the employees should be given an opportunity for promotion."

(*Deutscher Gewerkschaftsbund, 1975, p.8*)

The main themes are described as follows:
"The point of departure for the overall activity of the Further Training Establishment of the *DGB* was the sector of white-collar workers, in keeping with which various programmes for the training and further education of staff engaged in commercial and economic enterprise activities were developed.

"This includes especially the course 'Basic Knowledge of Commerce', the seminar 'The Practical Company Comptroller', a continuing education course for industrial economists, another for commercial economists, the training of 'tested secretaries', a course for office manager, another for accountants, training in office jobs, seminars on data processing, the course 'Foundations of Company Management for Technical Specialists', etc.

"In the technical sphere, the Further Training Establishment of the *DGB* provides courses for industrial foremen, for the training of bricklayers and their assistants, engineering and electrotechnical courses, as well as courses in electronics, and courses for technicians."
(*ibid., p.11*)

This is what the information brochure says with regard to the volume of the work:
"Altogether 57 training facilities have been established, which at present provide and look after some 1,800 courses in approximately two hundred locations."
(*ibid., p.12*)

The reader also learns that the number of participants roughly doubled between 1964 and 1974 when it reached approximately 90,000. The Act on Work Promotion (*Arbeitsförderungsgesetz*) greatly contributed to this development.
It has been already said that the individual trade unions carry out their educational work with varying intensity. This work has developed partly from "out-of-school youth

activity" and partly its emphasis is placed on acquiring qualifications for special trade union tasks. These activities can perhaps be illustrated by the example of the largest industrial trade union. The *Metall-Presse-Dienst*, the organ of the *IG-Metall* metal-workers trade union, presented the following information:

"An ever-increasing number of members of *IG-Metall* are taking part in the trade union's educational work. While the membership of *IG-Metall* increased by 14.1% between 1971 and 1974, the number of participants in the seminars organized on a regional level or centrally by the *IG-Metall* Presidium doubled during the same period:

	1971	1972	1973	1974
Participants:	13,700	17,500	24,600	27,800."

(*Metall-Presse-Dienst, 1975*)

3. "Work and Life" (Arbeit und Leben)

Part of the picture of the above-described educational work of the *DGB* is its cooperation with Folk High Schools (*VHS*) in the sphere of political youth and adult education within the "Work and Life" institution. As a federal institution, "Work and Life" consists of ten state associations, the organizational spheres of which, with the exception of Baden-Württemberg, correspond to those of the states including West Berlin. According to its statutes, "Work and Life" has the following tasks:

"- WORK AND LIFE orients its activity towards employees. The points of departure of its educational work is the employees' social situation and their interests in education.
- WORK AND LIFE strives to prepare the employees, through its politico-educational work, for co-responsibility and co-determination in society. In addition, other issues may also be dealt with, under agreement among the

partners, insofar as they serve the educational tasks of WORK AND LIFE.
- The facilities of WORK AND LIFE are open to everyone."

(*Ch. Georgi, 1975, p.2*)

Cooperation between the trades unions and the Folk High Schools is in the interests of both partners:
- The representation of large sectors of employees in further education is still insufficient. On the other hand, certain limits are imposed on Folk High Schools in their politically oriented target group activity in view of their character as public legal entities. Therefore, additional support and further education encouragement by organizations which are traditionally close to employees seems meaningful.
- Cooperation with Folk High Schools gives the trades unions the possibility to approach those employees who are not organized trade unionists and to furnish them with motivations for further training and political education. Apart from this, the didactic and methodological expertise acquired by the Folk High Schools can be put to common use through this cooperation.

"As a working partnership of the *DGB* and the Folk High Schools, WORK AND LIFE is not a part of the trade union organization. Yet in view of the common goals, WORK AND LIFE considers itself a part of the labour movement. As concerns the representation of its particular interests - i.e. the political education of employed persons - WORK AND LIFE depends on the purposeful, agreed-upon educational policy of its founding partners, the *DGB* and the Folk High Schools, within the overall sphere of further education."
(*ibid., p.2/3*)

Two concrete examples concerning the overall programme of WORK AND LIFE may perhaps help to elucidate this institution's general goals:

"- Basing itself on the 'social position of the employees' (the statutes), WORK AND LIFE promotes and organizes predominantly company-related educational work, in which the existence of 'subordinate work done for remuneration' and its consequences for the overall living conditions and the employees' interests are treated as a theme and become the basis for the didactic principles and methodology of its courses.

- WORK AND LIFE is one of those educational organizations in the Federal Republic which were the first to demand with emphasis and perseverance the legal instituting of a study leave for all employees. The legal possibilities that have in the meantime been created have been thoroughly made use of by WORK AND LIFE."
(*ibid., p.3/4*)

Another important aspect of the activities of "Work and Life" are its international contacts.

4. The German Office Employees' Trade Union (DAG)

Unlike the German Trades Union Federation, the German Office Employees' Trade Union (*DAG*) gives unequivocal priority to vocational qualification. On the other hand, the political education of its officials and orientation-promoting general education are pushed into the background. The *DAG* also carried out this activity at a time when vocational qualification was not yet being given priority in the discussion on further education carried out in the Federal Republic of Germany. An integral part of this picture is the fact that the *DAG* usually expresses its views on adult education in connection with a general concept of a reform of the educational system. Thus the "Ideas Concerning the Aims of Educational Policy" give the impression that

the *DAG*, in a deviation from the common nomenclature concerning educational policy, integrates further education into the tertiary sphere (higher schools):
"In the opinion of the *DAG*, the tertiary sphere is an integral part of the educational system. To it belong further education and higher education, as both of them are based on a primary vocational qualification."
(Deutsche Angestellten-Gewerkschaft, 1975, p.17)

If one considers this characterization carefully, its consequences also become obvious, as leading to federally unified qualification systems within the tertiary sphere.

Moreover, the *DAG* advocates a pluralistic conception of further education, with this system being ensured, however, by binding standards. In addition to them, coordination and cooperation should secure the comprehensiveness and dovetailing of the system. The inter-relationship between higher and further education is to be secured by increased mutual dovetailing.

An earlier report gives the following institutional division of *DAG* adult education:
"Providers of education:

A. Educational Establishment of the *DAG* (*Bildungswerk der DAG e.V.*)
B. *DAG*-Technikum, a public non-profit distance study association, Ltd.
C. German Office Employees' Academy (*Deutsche Angestellten-Akademie e.V*, or *DAA*)

A. The Educational Establishment of the *DAG*
1. Vocational adult education
- *DAG* schools:
a/ Night schools (vocational-oriented education)
languages - shorthand - typing - accountancy - business management - mathematics - technology -

legal matters - taxes - data processing - organization, etc.

(Programmer - technical company assistant)

b/ Day-time schools:
one-year and two-year commercial schools

c/ Specialized seminars with qualification exams:
women secretaries - book-keepers - tax commissioners - specialists in data processing - foreign languages - special subjects (according to need)

- Full-time central courses:

a/ Specialized seminar for women secretaries with qualification exam

b/ Refresher course for book-keepers with qualification exam

c/ Refresher course on tax legislation and company tax policy with qualification exam

d/ Introduction to data processing

e/ English in England - a study tour

- Federal Institute for Organization and Data Processing (Düsseldorf)

a/ Day-time courses (full-time)

1. Half-year courses
(programmer - technical assistant - office organizer)
2. One-year courses
(*EDV* organizer - technical-commercial assistant - economic organizer)

b/ Night courses (vocation-oriented)

1. office organizer (four semesters)
2. marketing and advertising specialist (four semesters)
3. specialist on personnel matters (four semesters)
4. organizer of machine data processing (two semesters)
5. programmer (40 weeks)

- Professional competition:
  Since 1949, an annual test in the sphere of further training for the verification of specialized knowledge and for the improvement of professional efficiency.

2. Cultural adult education
   study circles - special interest groups - theatre - films - audio-visual instruction - lectures - seminars

3. Political adult education
   study circles - study weeks - week-end conferences - panel discussions - discussion evenings - lectures

4. Guidance on vocational further training
   informs employees about the possibilities of vocational further training

B. *DAG*-Technikum
This is an institute providing combined forms of instruction (distance study with supplementary face-to-face teaching and laboratory exercise) in the sphere of vocational further training of specialists.

Specializations: engineering - electrical engineering - civil engineering
Goal: state technical examination
Duration: six semesters

C. The German Office Employees' Academy (*DAA*)
is an establishment for qualified vocational further education of white-collar workers in the commercial sphere.

Goal: the qualification of a company economist
Specializations: marketing (Hamburg)
the business management of an industrial enterprise (Nuremberg)
organization and automation (Düsseldorf)
Institute for Distance Study (Hamburg)
Course of study: Preparatory seminar:
night study (12 months)

distance and combination study (12 months)
full-time study (five months)
Admission seminar:
repetition course with written and oral exams (two weeks)

Main study:
full-time study (four semesters)
distance study (six semesters)"

(*Deutsche Angestellten-Gewerkschaft, 1968, p.66 f.*)

A survey of the educational facilities provided by the *DAG*, which was published in the anniversary booklet entitled *Der Bildung dienen - 25 Jahre Bildungswerk der DAG (In the Service of Education - 25 Years of the Educational Establishment of the DAG)*, which was published in 1977, shows that the work being done by the "approximately 100 branch facilities" still retains a similar structure, which accounts for the considerable stability of the work being accomplished by the *DAG* in the sphere of vocational qualification.

An idea of the extent of the *DAG* programme of further education in recent years can be obtained from two tables in the annual report for 1975, which was published by the Educational Department of *DAG*'s Federal Presidium.

Vocational Education in the State Unions
(1973-1975)

State Union	Courses			Participants		
	1973	1974	1975	1973	1974	1975
Bavaria	133	139	147	3,060	3,766	3,193
West Berlin	44	44	32	977	967	869
Hamburg	172	172	111	3,886	5,186	2,469
Hesse	281	250	207	6,229	5,638	4,186
Lower Saxony	211	179	221	4,991	4,573	5,198
North Rhine-Westphalia	1,036	1,055	1,197	23,099	23,613	26,470
Rhineland-Palatinate/Saar	7	-	-	66	-	-

Schleswig Holstein	134	122	111	2,926	2,723	2,547
South Baden	12	9	-	250	249	-
Württemberg-Baden	122	95	71	3,011	2,287	1,911
	1,152	2,065	2,097	48,495	49,011	46,834

(DAG Annual Report 1975, p.5)

Composition in 1975

	Number of educational projects		Number of participants	
Day-time schools	35		971	
DAG-Technikum - face-to-face teaching	160		3,240	
The German Employees' Academy				
Company economists	36		994	
Federal Specialized Training Institute, Düsseldorf	92		2,052	
Specialized Training Institute, Hamburg	8		203	
Combined courses/ distance study	22		338	
Specialists qualification exams	52		1,227	
Central courses	22	425	380	9,405
Courses				
Languages	374		8,601	
Typing/shorthand	512		11,536	
Mathematics	27		579	
Accountancy	497		6,624	
Specialized courses	484		12,339	
Specialized seminars	134		5,665	
Legal affairs	31		643	

Data processing	26		565	
Technology	4		77	
Others	8	2,092	205	46,834
		2,522		56,239

Vocational training as a whole in 1975:
2,522 educational projects
56,239 participants

(*DAG Annual Report 1975, p.14*)

D) DENOMINATIONAL ADULT EDUCATION

First of all, it would really be an oversimplification to speak of denominational adult education or of adult education provided by the Churches. Such terms actually apply to organizations and establishments that have an entirely different structure and whose main tasks are different. What they do have in common - not to mention the unequivocal standpoint on the idea of educational-political pluralism which has been continually advocated precisely in the sphere of denominational adult education - is that they insist on what has been formulated as follows:

"Wherever adults are searching for the meaning of human life and an orientation with regard to what they should do, they must be offered, on the basis of a possible plurality of concepts and decisions, the Christian interpretation of the meaning of life and a discussion on the ideas thus inspired concerning ways of behaviour. This should not only be restricted to religious adult education, in which the Christian faith is the subject in question, but it is also necessary in all spheres of further education if a theme touches on the question of the meaning of human life."

(*Central Committee of the German Catholics, 1973, p.19*)

It is equally obvious that adult education pursued by the two predominant religions in the Federal Republic (Protestant and Catholic) has experienced on the one hand a considerable process of transformation during the last few years and, on the other, has experienced certain difficulties as a result of being brought closer to the current conception of further education. It can be said on the whole that denominational adult education in the sixties was still aiming at
- Church and personal education (family, matrimony, etc.)
- leisure-oriented education and, to some extent,
- socio-political education.

Meanwhile, an opening towards the integration of vocational, political and general education has come about. But denominational adult education still maintains its concept of further education, according to which these spheres of education should be complemented by a theological one which implies on the one hand instruction in and the deepening of basic religious attitudes. On the other hand, it can have a fermenting effect on the other educational spheres. It also points out that the preferential support by the public authority of long-term facilities with a systematically elaborated curriculum would mean a perilous limitation of adult education. In this respect, denominational adult education supports a meditative and creative type of adult education.

Apart from this externally oriented discussion, an internal one is also taking place. Its purpose is to define the difference between
- internal pastoral educational efforts of the Church and
- open adult education in Christian responsibility.

"The Churches consider themselves as communities of faith and salvation, consisting of people who wish to implement the teaching of Jesus Christ through the dissemination of the message of the gospel and through social service to their fellow men. This comprehension legitimates the

Churches' fundamental task - that of bringing up young people in the spirit of the Christian message of salvation, as well as reinforcing adults in the Christian faith and encouraging them to act in its spirit. This extensive educational mission applies to both those inside and outside the Churches."

(P. Weides, 1975, p.627)

In addition, P. Weides offers a clarification of both forms of education, i.e. internal Church adult education and open adult education:

"Central to the internal Church educational work is religious-theological instiuction, guided by the concern for the salvation of mankind. The forms of this pastoral service are, among other things, catechism, preaching, the performance of the apostolic ministry within the Church and education in matters of faith in church-oriented associations...

"To be distinguished from internal Church instruction in matters of religion and faith are the other initiatives of the Churches in the various spheres of adult education. In the pluralistic society of a free democracy, neither the state - which is committed to neutrality with regard to religion and world concepts - nor any other societal institution has an exclusive right to the education of adults ... In a social system which is based on a free competition of ideas and world outlooks, adult education is a task for society as a whole, and thus a public task. The state has no educational claim vis-à-vis its adult citizens."

(ibid., p.628 f.)

Attempts to clarify this question with the help of such a classification are disputable even within the sphere of adult education as provided by the Church, as denominational adult education - in contrast to the other elements of a particular system of adult education - is based on a prior decision which is both existential and total. What is claimed

here is not only political solidarity but also agreement with the Christian convictions which permeate all spheres of existence and education.

Against this briefly sketched background of the self-perception of denominational adult education, adult education as provided by the Catholic Church, which is partly conditioned by its historical development, acquired organizationally more distinct outlines.

1. Adult Education in Catholic Institutions

A central role in the discussions held in the sphere of denominational adult education and, during the last few years, especially in the sphere of Catholic adult education, has been played by the question of the extent to which internal Church educational efforts tie adult education to the "institutionalized Church" or whether adult education in Christian responsibility can maintain a preliminarily defined distance from the institution of the "Church".
A more traditional concept still prefers a close interlinking, while other groups are inclined towards a more open practice. But these two tendencies should not be considered as standing in opposition to each other. This is what F. Messerschmid, a representative of a liberal position, wrote in 1973:
"Therefore I am decidedly against considerations aimed at entrusting Catholic adult education to pastoral institutions."
(*F. Messerschmid, 1973, p.259*)

At the same time, he makes it clear that organizational openness does not imply any abandonment of theological and Christian unequivocalness:
"The actual reason for an independent but cooperative adult education is to make and keep people open to this self-revelation of God in the sphere of adult education as well."
(*ibid., p.259*)

On the occasion of the annual meeting of the Federal Workshop for Catholic Adult Education in Stuttgart in 1971, W. Niggemann also stressed the character of openness and described man's mastering of the world on a Christian basis as an essential element of Catholic adult education, which did not require any *sacrificium intellectus*, but called for independent, critical learning.

This is how W. Niggemann then lists the consequences that follow from this with regard to the content of Catholic adult education:
"In principle, the didactic decision of the Catholic providers vis-à-vis the whole curriculum must be open to the unity of the content, methods and aims of teaching. But it is recommended that they concentrate mainly on certain parts of the curricula, as further education under Catholic provision is especially well equipped with regard to certain spheres, owing to both the timeliness and urgency of the problems involved and due to its institutional structure. Such spheres include education for parenthood, education with a vocational bias, theological education, political education, economy and society."

(W. Niggemann, 1973, p. 261)

Pronouncements such as this one could still meet with reservations in the early seventies. But whereas in the fifties and sixties adult education was interpreted in the denominational view as "ministry" or "diakonia" (*cf. J.H. Knoll, 1973, p.246 f.*), today such "code names" are no longer used, as can be seen from the *Expert Opinion on Further Education under Catholic Provision* issued by the Cultural Council of the Central Committee of German Catholics (*cf. J.H. Knoll, 1974, p.117 f.*).

A similar view was expressed on the occasion of a joint session of the Catholic Academy in Bavaria and the Academy of the Diocese in Augsburg (March 15 and 16, 1975), which was held under the main theme of "The Struggle for Educatio-

nal Concepts". There, too, it was shown that Catholic adult education did not intend to and could not be limited to the formerly traditional content of education. The division of tasks within a pluralistic adult education is not understood in the sense that certain parts of the educational curricula should be the prerogative of only certain establishments of adult education.

K. Erlinghagen formulated in this connection five theses which indicate the particular nature of Catholic adult education as well as a possible bridge to a communal adult education:

"Thesis 1
We in the Federal Republic have well-acquired rights as individuals and as groups. We are here and must be reckoned with ...

Thesis 2
The contribution made by Christians to adult education in the Federal Republic of Germany is a contribution of individuals and groups - small, large and even very large groups ...

Thesis 3
The contribution of Christians in the sphere of adult education must not be forever formally recognizable as such and must not be forever formally declared as such, that is, as that made by Christians in the sphere of adult education ...

Thesis 4
The requirement of the largest possible extent of educational facilities, which may occur in the case of a quasi-monopoly of a single establishment, does not imply that the individual institutions (e.g. religions, trades unions, etc.) must necessarily limit themselves - in a situation in which a large number of institutions exists - to a single theme which is specifically theirs, while omitting the non-specific ones ...

Thesis 5

Even where those in charge of a Folk High School do not consider themselves as practising Christians, they have the duty to include present-day religious problems in their educational spectrum ..."

(K. Erlinghagen, 1975, p. 122 f.)

K. Erlinghagen presents his contribution as only one voice in the sphere of Catholic adult education. His is a definitely world-oriented voice. A more pronounced theological perspective is contained in the deliberations of D. Emeis, Professor of Theology at Münster University, as they appear in his study entitled "The Spectrum of Goals Pursued by Theological Adult Education" (*cf. D. Emeis, 1975, p.155 f.*). The chapter headings alone suffice to show that his concept of adult education strongly underscores the institution of the Church and the congregation:

- Theological Adult Education as Service to Faith;
- Theological Adult Education as Participation in Theological Thinking, or as an Instance of Congregation-oriented Theology;
- Theological Adult Education as a Study Community for the Promotion of a Common View and Will in the Church;
- Theological Adult Education as a Means of Education in Congregations and Groups and of Perspective Group Education;
- Theological Adult Education as a Problem- and Conflict-oriented Education and Diakonia;
- Theological Adult Education as a Medium for Permanent Church Reform

The above-listed chapter headings present Catholic adult education as being related to faith and its realization in this world, in respect of which an irreplaceable, specific character is attributed to it. The plurality of providers justified above all by the fact that it imbues the facilities provided by the various establishments with differing accentuations, that it makes it possible for the content of the subjects to be imported in a form that in each case can

be realized only by one of the providers and that, at the same time, corresponds to a definite need of a pluralistic society.

The institutions of adult education under Catholic provision, which are active in all kinds of spheres, fall under the Federal Catholic Workshop for Adult Education (*Die katholische Bundesarbeitsgemeinschaft für Erwachsenenbildung - BAG*):

- 11 state workshops for Catholic Adult Education
- 11 federal associations (e.g. the Leadership of Catholic Academies, the Union of state Catholic Folk High Schools)
- unions (e.g. the German "Kolping" Family, the German Union of Catholic Women)
- 23 diocesan adult education establishments
- episcopal educational work establishments (e.g. Catholic Radio Broadcasts in Germany)
- "personalities with special credits for Catholic adult education, who can significantly support the efforts of the *BAG*".

The *BAG* publishes the quarterly *Erwachsenenbildung (Adult Education)*, a journal devoted both to that organization's internal matters and to general questions of adult education, which thoroughly applies scientific criteria to its work.

Owing to the multitude of institutions which are in charge of adult education under the Catholic provision, it is somewhat difficult to obtain comparable statistical materials in this field. What is available refers only to individual sections of this activity.

2. Adult Education in Protestant Institutions

In 1961, the German Protestant Workshop for Adult Education (*Deutsche evangelische Arbeitsgemeinschaft für Erwachsenenbildung - DEAE*) was founded in order to "support conceptually,

methodologically and organizationally the efforts in the sphere of adult education in the congregations, unions and establishments of the Evangelical Church in Germany" (statutes of the *DEAE*). The *DEAE* comprises a large variety of member organizations (46 at present). In addition to state workshops and Church establishments, these are:

- Leadership of the Evangelical Academies in Germany
- Evangelical Action Societies for Questions of Employees in the Federal Republic of Germany
- German Union of Evangelical Libraries
- Federal Association of Evangelical Parents and Educators
- Association of Evangelical Residential Colleges in Germany
- Centre for the Diaconal Ministry - Internal Mission and Assistance - of the Evangelical Church in Germany (*EKD*)
- Society of the *EKD* for the Promotion of Men's Work
- Evangelical Youth Association in the Federal Republic of Germany and West Berlin
- Economic Guild - Evangelical Association for Economic Ethics and Social Promotion
- Missionary Service Association
- Evangelical Book Assistance
- Evangelical Women's Activity in Germany
- Evangelical University Graduates in Germany
- Matthias Film Society
- Service to Peace Action Society
- Union of Evangelical Handicrafsmen - Journeymen's and Mastercrafsmen's Unions in Germany

(*The German Protestant Workshop for Adult Education, 1976, p. 2 f.*)

A brief survey published by the *DEAE* also lists the following cooperating bodies:

- "The *DEAE*'s Groups of Experts on Study Leave" which provides a discussion forum for members engaged in the planning and implementation of study leave facilities, at which they can deliberate their specific problems (see: *Fachgruppe Bildungsurlaub* /publisher/: Experimental Study Leave - A Subsidiary Report, 1975)

- "Evangelical Study Circle for Family Education" (*EAFB*) in which members of the *DEAE* as well as those engaged in the spheres of family policy and family advice try to coordinate their work and develop concepts of a Protestant education for family life
- "Section of Regional Educational Centres" which at present comprises 22 municipal academies, study centres and similar establishments of the *EKD*
- "Frankfurt Discussion Group", which brings together the regionally structured state associations for adult education for an exchange of experience.

The plurality of goals and the structural differences lead to problems affecting cooperation, which are thoroughly discussed in the Church groups:
"... The structural weaknesses facilitated the clarification of the question of what tasks must be centrally planned in this educational sphere, namely:1. the training and further education of teachers and assistants in the sector of adult education as well as the description of this field of activity; 2. the elaboration and preparation of tuition programmes and educational equipment; 3. the external representation of denominational adult education in basic standpoints vis-à-vis the state and other social forces and, above all; 4. the joint elaboration of a conception, i.e. of the target concepts for adult education under Church provision."

(*G. Scharffenorth, 1972, p. 244 f.*)

It is in this sense that the Study Centre of the *DEAE* in Karlsruhe (founded in 1968) attempts to function. It has these main tasks:
- to make up for a lag in the theory of Protestant adult education through a dialogic reflection on existing approaches and its own work on a possible conception of Protestant adult education;

- to prepare materials (such as a library for the needs of adult education) for self-promoted study groups;
- to develop outline conceptions concerning certain spheres of denominational adult education (accomplished until now: draft outline plan for parent education, outline plan for education of retired people);
- to keep the members informed about new tendencies in the science and practice of adult education;
- to maintain contacts with the scientific institutions of adult education.

Adult Education in the various state Churches (*Landeskirchen*) is organized in a way which resembles the interlocking of regional and functional services that is reflected in the membership structure of the *DEAE*.

The organizational forms and the state of development are different in the various state Churches and, to some extent, it is difficult to compare them mutually. Statistical data on the facilities and programmes provided within the framework of activity of the *DEAE* are sparse and exist separately for each state. Most detailed are the data from the Evangelical Academies. This is what appeared in the journal *Erwachsenenbildung (Adult Education)*:

"The number of participants in the educational programmes of the 15 Evangelical Academies in the Federal Republic and West Berlin increased from 52,000 in 1960 to 83,000 in 1973. At the same time, the number of meetings rose from 1,000 to 1,900 per year ...

As has been further stated, today 180 instructors are employed at the Academies, most of whom as full-time workers.

"The study programmes are oriented toward subjects such as industrial activity, the public service, health care, (lower-level) schools and higher schools, youth, the Ecumene and developmental policies. Scientifically and theologically oriented meetings prepare, on the basis of evaluated experience, materials for topical adult education programmes."

(*Erwachsenenbildung, 1975, p.138*)

If one tried to describe a phenomenon common to all Christian adult education, one could say:
"Unlike other providers, the core of Christian educational activity lies not in the sphere of raising vocational qualifications but in that of personal and social education. This gives this activity an opportunity to question, by means of presenting alternative models, the tendency toward technocratic solutions to the existing educational tasks (transfers, the emphasis on certificates, efficiency-quidance, 'curricularization') - a tendency that can be observed in all adult education activity."
(K. Würmell, 1976, p. 5)

One could also identify oneself with the words uttered by the *DEAE*'s President, P.G. Seix, at that organization's membership assembly in 1976, when he expressed himself on "The Salient Features of Protestant Adult Education":

"Protestant adult education turns to the disadvantaged groups and offers them companionship through times of crisis ... Protestant adult education takes up the challenges confronting world society and strives for a responsible world ...
"Protestant adult education takes part in today's spiritual controversy and tries to help people to orient themselves in face of a revolutionary social change ..."
(Deutsche Evangelische Arbeitsgemeinschaft für Erwachsenenbildung, 1976, p.30 f.)

E) FOLK HIGH SCHOOLS (VOLKSHOCHSCHULE)

From the formally legal point of view, the Folk High Schools have no unified provider. Somewhat more than 50% of them are establishments of territorial corporations and somewhat less than 50% of them have the legal status of registered associations. The trend - an accelerating one - is towards

an integration into the territorial corporations. It can be said that the legal status has no significant influence on the structure of the study facilities offered by these establishments. According to a firmly fixed legal status, the Folk High Schools are establisnments "in which further education has not the function of stating pronouncements, nor the function of interest nor the function of production." (*H. Becker, 1975, p.398*)

A brief, generally applicable description of the Folk High School is not easy to formulate. As each of them is autonomous with regard to the other ones and their development depends on local decisions, the Folk High Schools have long presented a highly variegated picture.

In an attempt to describe that which is specific to Folk High Schools, reference will be made, on the one hand, to the most recent statement of the Congress of German Towns, concerning the tasks of Folk High Schools, among other reasons because the Congress itself functions as a provider. On the other hand, a brochure published in 1976 will be quoted. This brochure is intended to acquaint part-time teachers with the tasks of, study possibilities offered by and the organizational forms of the institution known as the Folk High School.

The conclusions of the Congress of German Towns (*Deutscher Städtetag*) state among other things that:
"The Folk High School offers the further education of an open society. Just like the whole educational system, it is being faced with the requirement of introducing - under the conditions of industrial development, social transformations and a life marked by professionalism - learning processes that serve vocational and special-purpose-oriented goals as well as the citizens' political and liberal needs within our society. This implies that the Folk High School must provide assistance in learning, assistance in orientation and the shaping of one's own destiny, as well as assistance

in individual activity and, at the same time, they must respond to desires concerning information, communication and compensation. At a time of growing political emotions, the Folk High School must also be a place where political confrontations are given a matter-of-fact treatment ..."

(*Deutscher Städtetag, 1976, p.3 f.*)

Elsewhere, this same document states the following:
"The promotion of adult education as one of the main sectors of the educational system is a public task. Through the gradual but consistent implementation of this goal, the continually increasing demand for further education in our society must be met with a highly variegated choice of educational options. The Folk High Schools as instruments of public further education and the towns as the providers of the Folk High Schools are facing unusual tasks in this respect."

(*ibid., p.2*)

Considering the fact that further education is a public task, the Folk High Schools with their prerequisites seem particularly suited to offering a broad range of further education programmes, because:
"The Folk High Schools are not tied either to certain groups or to certain interests and are open to every adult."

(*Introduction for Folk High School Instructors, 1976, p.73*)

This means
"that the Folk High School is not linked as an establishment to any particular position, whatever its orientation might be."

(*ibid., p.69*)

The subjects involved in the educational programmes have to do with the following spheres:
"- society, politics, legal matters and history
- educational questions, psychology, religion, philosophy
- literature, art, music and the media

- languages
- economy and business practice
- mathematics, natural sciences and technology
- games, and creativity
- household maintenance, health, gymnastics, physical fitness."

(ibid., p. 68)

This topic corresponds to the questionnaires introduced several years ago in connection with the Congress of German Towns.

A more detailed breakdown appears in the statistical information bulletin of the Pedagogical Centre of the German Union of Folk High Schools published in 1975. According to this source, the education projects made available by Folk High Schools were the following:

Structure of overall educational programmes - 1974

Double and night lessons given
Individual projects

Thematic spheres	Absolute figures FRG	Percentage FRG
1 Society and politics	90,392	3
2 Education, philosophy religion, psychology	98,938	3
3 Arts	62,557	2
4 Regional and federal history and civics; local, regional and federal area nature study	34,794	1
5 Mathematics, natural sciences, technology	155,973	5
6 Administration and commercial practice	290,467	9

7a	English	424,672	14
b	French	225,213	7
c	Italian	38,618	1
d	Russian	23,421	1
e	Spanish	66,179	2
f	German as a foreign language	100,794	3
g	Other foreign languages	41,394	1
h	German for Germans	52,094	2
8	Manual and artistic work	525,118	17
9	Household maintenance	206,503	7
10	Health, hygiene and physical fitness	260,314	8
11	Preparations for final school exams	304,807	10
12	Special programmes	78,568	3
13	Other projects	37,309	1
	Total	3,117,125	100

(According to: Statistische Mitteilungen der PAS des DVV, 1975, pp.20-21, table 7 and 7a)

The broad choice of subjects the Folk High Schools have to offer is not only a matter of content, but also of the great variety of forms in which the various programmes are presented:

"Not taking into account lectures and lecture series, which have become less customary recently, the most important forms are the following:

- the lecture course in which the lecturer deals with a subject during a sequence of evenings and is prepared to discuss the participants' questions
- the instruction course oriented toward a definite educational goal and presupposing regular attendance and cooperation and, possibly, a willingness to study at home
- the course which prepares the participants for a defi-

nite exam, at the conclusion of which one may acquire the respective certificate
- the study circle which also presupposes the listeners' active participation and regular attendance, but in which the final concepts are presented on a comparably broader and more open basis, thus allowing the participants a wider scope for their own creative approach
- the advanced study circle whose themes are scientifically oriented and whose participants are expected to present contributions based on their own experience, minor preliminary studies and/or background materials as well as critical observations
- the discussion group which provides an opportunity for a free exchange of opinions and thus also for a deliberation of one's own experiences and concepts vis-à-vis those of the other participants.

"Added to this should be special forms such as study circles for following up educational programmes in the media, week-end and week-long conferences, excursions study tours, ..."

(*Introduction for Instructors at Folk High Schools, 1976, p. 76 f.*)

There are also great differences with regard to how demanding the level of the various courses is. Thus their character varies from compensatory education /completion of general schooling to scientific-oriented refresher and extension courses. Similarly, the various facilities may considerably differ from one another with respect to what is required of them:
"There are courses which pursue standardized, federally uniform educational targets, while trans-regionally conceived outline plans are binding for some others, and there are also study groups in which the course of study is decided by the participants' own vote."

(*ibid., p.69*)

In spite of the differing legal character of the Folk High Schools, of which there are over a thousand throughout the Federal Republic, the following applies to them generally:

"Traditionally, adult education is considered or promoted by the municipalities or groups of municipalities as a voluntary task. In Hesse and North Rhine-Westphalia it has meanwhile been declared a duty of the territorial corporations. This regulation nevertheless does not imply that the tasks in this field should be carried out in accordance with state-issued directives ..."

(ibid., p.70)

It should also be mentioned that the financing of Folk High School is thoroughly transparent, It consists of

"- the means provided by the municipality or the group of municipalities
- state contributions or allocations which come above all from the respective state
- the fees paid by the participants

"The proportions of these individual contributions are not identical."

(ibid., p.70 f.)

The broad spectrum of the tasks in the sphere of further education confronts the Folk High Schools with problems which cannot be solved on the local level alone. For this reason they have associated themselves in state unions (corresponding to the states of the Federation), which for their part constitute the German Union of Folk High Schools. This form of voluntary self-organization is by no means limited to the representation of common interests vis-à-vis the state institutions and the public. The unions render a pedagogically indispensable service in that they produce the principles of work, advise and support the member

establishments and ensure the further training of full-time and part-time co-workers."

(*ibid., p.83*)

Owing to state laws on further education, it has been possible during the last few years to considerably increase the number of full-time personnel at Folk High Schools. Especially effective in this respect is the First Act on Further Education in North Rhine-Westphalia (Jan. 1, 1975), which ties the number of posts to that of lessons actually given and which correlates the latter with the size of the town in question.

F) ADULT EDUCATION AND ITS INSTITUTIONS IN RURAL DISTRICTS

Even though the towns and the countryside have become more similar to each other as a result of industrial development, adult education in the countryside still has its special tasks and problems, which are due to the large area and dispersed population and the consequent need for adaptation. There is an old tradition of resolving these problems in connection with those forms of adult education which have developed from the forms of organization specific to the rural population. What this implies becomes clear from a self-presentation of the Regional Association for Rural Adult Education in Rhineland-Palatinate:

"All organizations in the agricultural sector are active in one or another field of further education. The goal of their activity is to enable the rural population to recognize in time and master the continually changing questions and problems of life in one's occupation, in the family, society and the state.

"In order to coordinate these organizations' work in the sphere of adult education and to adapt it to the legal requirements on further education, the State Association for Rural Adult Education in Rhineland-Palatinate was founded on November 2, 1972 ...

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"In order to coordinate these organizations' work in the sphere of adult education and to adapt it to the legal requirements on further education, the State Association for Rural Adult Education in Rhineland-Palatinate was founded on November 2, 1972 ...

"These organizations are not tied in their activity to any political parties or religious faiths and represent the interests of all farmers and vinegrowers and/or rural women and youth.

"In their work in the field of further education, they occupy themselves predominantly with the following thematic spheres:

1. The Farmers' Union
   agrarian policy, social questions, legal problems, taxes, compensation for damages, book-keeping, health care as well as state and federal legislation
2. The Rural Women's Union:
   nutrition, health problems, household maintenance, general education, family life, child care, the culture of living, leisure
3. The Rural Youth Union:
   education for collective goodwill and collective efficiency, preparation for the assumption of responsibilities in unions, organizations and state as well as municipal establishments
4. The Union of Specialized Agricultural School graduates:
   vocationally oriented further education of farmers and vinegrowers (crop production, livestock output, technology, vinegrowing, etc.)
5. Education Centre of Ebernburg:
   this is a residential college run by the farmers' unions in Rhineland-Palatinate"

(*Zeitschrift für Weiterbildung in Rheinland-Pfalz /Journal of Further Education in Rhineland-Palatinate/, 1976, p.23*)

In addition, the 11th Rural Pedagogical Congress in 1971 in Würzburg brought a lively, open discussion on methods of adult education.

An initiatory role in this respect is being played by the residential colleges (*HVHS*). Thus, the brochure *Die ländli-*

che Heimvolkshochschule 1976 /The Rural Residential College 1976/ states:The Union of Rural Residential Colleges "and the affiliated schools see themselves as educational centres of the rural population. They are striving for close contact with the German Farmers' Union and its affiliated state unions, without disclaiming their independence ...

"A profound economic and social transformation has been taking place in the countryside during the last few decades. The fact that this process of change has been surprisingly well mastered spiritually by the country population is also due, among other things, to the educational work of the residential colleges. There has hardly appeared one problem of importance to the rural population for which a solution would not have been sought in courses provided by the rural residential colleges."

(Die ländliche Heimvolkshochschule, 1976, p.10)

The Union of Rural Residential Colleges comprises 42 residential schools, some of which belong to denominational providers and some to a "free" group.

Concerning at least part of their programme, the residential colleges adhere to a tradition which was born mainly in the Scandinavian countries and has been adopted from there, i.e. that of providing long-term courses that last for more than a month. In addition there has been an increase in the number of residential establishments offering short-term facilities as well. Having been originally oriented predominantly toward the out-of-school education of youth and having been established in accordance with the Federal Plan of Youth Activity, they are the proponents today of "the unity of out-of-school youth and adult education".

These establishments are associated in the "Workshop of German Educational Centres". According to this umbrella organization's definition, they are educational institutions

"one of the aims of which is - without giving preference to any of the various political and denominational conditions - encouraging people of all social strata to become involved in work on problems and questions of basic social significance so as to make tangible those common foundations and endeavours on which our communal life within the framework of the Constitution of the Federal Republic of Germany and on the international level is based.

All these educational institutions, i.e.
- educational centres for youth
- schools for youth leaders
- short-term schools
- international institutes
- Europe Houses
- East-West Academies
- frontier academies
- political foundations
- political education institutes

have - regardless of the variety of their conceptual or methodological approaches and tasks - one thing in common, i.e. that they
- provide political education
- are residential centres where the participants live for the duration of the courses, i.e. over a week-end or for a longer period
- have permanent staffs of qualified lecturers
- have audio-visual teaching aids"

(Ausserschulische Bildung, 1970 ff.)

A "Minimum Consensus" among these organizations, which describes ways and possibilities of political educational work, was reached at a membership assembly on May 29, 1970. Point 1 of this "Minimum Consensus" reads:
"1. Political education is generally open to politically relevant facts and endeavours, but it is not indoctrination in the sense of a persuasion, party programme or a group interest; yet it means partisanship in favour of human

dignity in a society which is commonly shared and the just administration of which is a permanent task."

(Ausserschulische Bildung, 1976, D 177/178)

Besides involvement in political education and international activity, cultural education is also receiving increased attention in the majority of educational centres. Special emphasis is being placed on efforts to bring about an integration of political and cultural education.

Among the members of the Workshop of German Educational Centres, the political foundations should be specifically mentioned in view of their special organizational connections:

- the Konrad Adenauer Foundation (*CDU*)
- the Friedrich Ebert Foundation (*SPD*)
- the Friedrich Naumann Foundation (*FDP*)
- the Hanns Seidel Foundation (*CSU*)

Their names indicate their one-time close affiliation to political parties. Irrespective of their different traditions, these foundations became relevant to adult education only due to the establishment of an educational centre and/or residential college. In addition to their other spheres of activity such as

- educational policy and international activity
- development aid
- research and publications
- study promotion

they have expanded and partially decentralized their politico-educational work in the course of time. Their significance has also increased due, among other things, to target group activity. As far as can be read from the statistics, one may assume that up to two thirds of the participants belong to those parties to which the providers of the respective establishments are close.

G) OTHER ESTABLISHMENTS (RADIO AND TV STATIONS, DISTANCE STUDY, SECOND-CHANCE EDUCATION)

This presentation of the major organizations and providers of further education in the Federal Republic of Germany is obviously not exhaustive. Although their great variety is undoubtedly obvious from the survey presented here it would be necessary to mention still other activities in order to provide a complete picture.

Thus the providers of further education in the FRG also include *radio and TV stations*, which have joined adult education/further education activities with special so-called educational crash programmes, partly in the form of enrichment programmes and partly by way of context series, through which - sometimes in connection with the Folk High Schools - whole branches of knowledge are communicated to adult listeners and/or viewers (e.g. the technique of learning, psychology, data processing, net plan technique, etc.). The radio stations, which have the character of public legal entities, were considered at first as transistory establishments with regard to further education, pending the development of new technologies (audio-vision, slide-tape presentation, VTR, etc.). Today this limitation seems to be having only a conditional validity.

Distance study has already been discussed, partly in connection with the existing legal safeguards. It is rather difficult to review the providers individually and this also might not be of interest to internationally-oriented readers. Hard to relate is the relation between adult education/further education and *second-chance education*. Among others, second-chance education comprises the following school establishments and facilities: university lectures preparing adults to qualify for admission to a higher school; night academic and technical secondary schools (gymnasia); as well as nu-

merous forms of on-the-job training which help the students to raise their qualifications and which cannot possibly be mentioned here individually. In almost none of the information on adult education/further education in the Federal Republic of Germany is any reference made to second-chance education. The participants in this form of upgrading education are adults, but the content of the curricula of the institutions offering these programmes is oriented predominantly toward the needs of schools for youth. It could perhaps be said with slight exaggeration that the night gymnasium condenses the curriculum of the "normal" gymnasium and presents it to its students without taking into consideration their professional experience. This may explain why second-chance education in the FRG is considered part of the school system rather than an adult education establishment. On the other hand, it may be argued - with reference to the First Act on Further Education in North Rhine-Westphalia (Jan. 1, 1975) - that in future the place of second-chance education will be within the sphere of further education.

Finally, it should also be pointed out that the system of higher education in the Federal Republic of Germany is not part of the sphere of adult education/further education - as it is in some other European countries - but that in the State Acts on Higher Education provisions are made for cooperation between further education establishments and higher schools. There are also speculations that the lowering of quotas for admission to higher schools from about 1985 will imply increased tasks for these schools in terms of further education; the higher schools will then be expected to prepare and carry out refresher and updating programmes for those academically-trained persons who, after many years in practice, have become divorced from theory and research. The first pilot experiments in this respect are being currently carried out at Bochum University.

IX. CONCLUDING REMARKS REGARDING COMPARABILITY

The presentation in this monograph adheres to what we ourselves had helped to develop within the ECLE Project. In many background materials the advantages are discussed of "social indicators" which have first been introduced in other disciplines as an instrument for making comparisons. The majority of the social indicator systems are arranged so as to make it possible to compare data on structures, organization, degrees obtained and educational levels, all of this in correlation perhaps with financial investments, achievements reached both here and elsewhere, etc. ... Naturally, the network of correlations, which can be expressed mathematically, can be extended virtually at will. This makes us think that a European synopsis is possible, based on individual country presentations organized along uniform guidelines and an encompassing country-monographic synopsis.

Such a synopsis could provide information on
the structure of further education,
the organization and the providers of further education,
the financing of further education,
the achievements of further education,
the content of further education,
the main points of emphasis of further education,
the priorities in further education planning,
the general tendencies in further education (liberal education, vocational education, political education; leisure-oriented and cultural adult education in contrast to vocational education; the unification of these two tendencies in one way or another, or the mutual balancing of them),
the international character of further education (in the

country in question against the background of European development).

These factors and perspectives could perhaps be characterized as the *material objective manifestation forms* of further education.

On the other hand, it might be more difficult to base a European synopsis also on the aspects of any of the different educational theories. The views, goals, purposes and philosophies of further education, which derive their orientations from historical traditions as well from a perspective educational theory, do not seem to provide an objective basis for comparative study. This situation brings us back to contradictions between the systems as well as to contradictions within the systems and/or within the individual states.

Thus it has been possible to present the aims, goals and philosophies of further education with regard to the Federal Republic of Germany in only very vague terms; it no longer appears as a well-rhymed non-committal attempt, for instance, to mediate between Christian-denominational and trade union standpoints.

The educational goal - comparable to that of a "socialist personality" - exists with regard to one or another further education establishment in the Federal Republic of Germany, never with regard to further education as a whole. Systems of extensive plurality and systems of a predominantly structural plurality and ideological homogeneity can hardly be compared with one another. Consequently, a European survey will have to be content with a more modest result, which I nevertheless estimate as being very great. Basic world outlook and anthropological concepts are, precisely, very remote from rational, comparative observation.

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